DOCUMENT RESUME

ED 178 768 CE 023 276

TITLE	Oversight Hearings on Assessment of Coordination of Youth Employment Programs under the Vocational Education Act and CETA. Part I. Hearings before the Subcommittee on Elementary, Secondary and Vocational Education jointly with the Subcommittee on Employment Opportunities of the Committee on Education and Labor, House of Representatives, Ninety-sixth Congress, First Session (June 12-13, 1979).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	Jun 79
NOTE	249p.; Not available in paper copy due to small, light print
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Career Education; *Employment Programs; Hearings; Postsecondary Education; *Program Coordination; *Program Effectiveness; Program Improvement; *Vocational Education; *Youth Employment; Youth Programs
IDENTIFIERS	Comprehensive Employment and Training Act; Vocational Education Act 1975

ABSTRACT

Proceedings are presented of hearings before the Subcommittee on Elementary, Secondary, and Vocational Education and the Subcommittee on Employment Opportunities on the assessment of coordination of youth employment programs under the Vocational Education Act and The Comprehensive Employment and Training Act (CETA). Focusing on the level of cooperation between educational agencies and CETA programs serving youth, testimony was received from nine educational administrators. In addition, prepared statements by each of the witnesses and other educators are presented. (LRA)

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OVERSIGHT HEARINGS ON ASSESSMENT OF COORDINATION OF YOUTH EMPLOYMENT PROGRAMS UNDER THE VOCATIONAL EDUCATION ACT AND CETA

Part 1

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY
AND VOCATIONAL EDUCATION

JOINTLY WITH THE

SUBCOMMITTEE ON
EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, D.C., ON JUNE 12
AND 13, 1979

Printed for the use of the Committee on Education and Labor

U S DEPARTMENT OF HEALTH.
EDUCATION & WELFARE
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OVERSIGHT HEARINGS ON ASSESSMENT OF COORDINATION OF YOUTH EMPLOYMENT PROGRAMS UNDER THE VOCATIONAL EDUCATION ACT AND CETA

Part 1

TUESDAY, JUNE 12, 1979

House of Representatives, Subcommittee on Elementary, Secondary, and Vocational Education and the Subcommittee on Employment Opportunities, Committee on Education and Labor,

Washington, D.C.

The subcommittees met, pursuant to notice, at 9:30 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins and Hon. Augustus F. Hawkins (chairmen of the subcommittees) presiding.

Members present: Representatives Perkins, Hawkins, Weiss, Kildee, Williams, Jeffords, Goodling, Erdahl, and Petri.

Staff present: Susan Grayson, staff director; Steve Juntila, legislative associate; Carole Schanzer, clerk and administrative assistant; Nancy Kober, staff assistant; Mike Mazzoli, staff intern; John F. Jennings, counsel; Hugh Duffy, associate counsel; Nat Semple, minority legislative associate; and John Martin, minority legislative associate.

Mr. Hawkins. The subcommittee will come to order.

This morning, we initiate a series of hearings on youth employment and training programs. Today and tomorrow, these hearings will be held as joint hearings of the Subcommittee on Employment Opportunities and the Subcommittee on Elementary, Secondary, and Vocational Education. The focus of these first 2 days will be on the level of cooperation between educational agencies and CETA programs serving youth.

During the 94th Congress, in response to the chronic and acute problem of youth unemployment, the Youth Employment and Demonstration Projects Act was passed to test the efficacy of a variety of approaches to this serious problem. The Youth Act was the first major effort taken to address this problem in many years. Training was emphasized and funds were set aside to be expended in conjunction with local education agencies. We are interested in assessing what progress has been made in CETA/local education agencies agreements.

During the reforms made to the CETA program last fall, funds set aside for vocational education were increased. This set aside of funds is also of interest to us during these joint hearings.

If any of the other members wish to make a statement at this time, we will be pleased to hear their comments prior to introducing our first witness this morning.

I would like to ask the chairman of the full committee and the chairman of the Subcommittee on Elementary, Secondary, and Vocational Education, Carl Perkins, if he wishes to make a statement.

Chairman Perkins. Thank you, Mr. Chairman.

The Subcommittee on Elementary, Secondary, and Vocational Education and the Subcommittee on Employment Opportunities are beginning joint oversight hearings today on the issue of coordination between programs funded under the Vocational Education Act and those funded under the Comprehensive Employment and Training Act.

In my view, this will be one of the most important issues the committee will address this year. Billions of dollars are spent each year under both of these acts to improve the education and enhance the employability of millions of Americans. Thus, it is crucial that these programs work hand in glove toward a focused, national training and employment strategy.

I would like to commend Congressman Gus Hawkins, chairman of the Subcommittee on Employment Opportunities, for his cooperation in arranging these hearings. I would like to welcome our knowledgeable panel of witnesses, whose input will be most valuable to the committee as we grapple with this difficult subject.

Mr. HAWKINS. Thank you, Mr. Chairman.

Our first witness, this morning, is Mr. George Quarles, chief administrator, Board of Education, Division of Education Planning and Occupational Education, Brooklyn, N.Y.

We are very pleased to welcome you as our first witness this morning. Your entire statement will be printed in the record at this point, and we would appreciate if you could summarize it.

Let me say that this statement and all the statements of the other witnesses will be printed in their entirety into the record.

[The prepared testimony of Mr. Quarles follows:]

BOARD OF EDUCATION OF THE CITY OF NEW YORK
DIVISION OF EDUCATIONAL PLANNING AND SUPPORT
CENTER FOR CAREER AND OCCUPATIONAL EDUCATION
110 LIVINGSTON STREET BROOKLYN NEW YORK 11201

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GEORGE R. QUARLES
CHIEF ADMINISTRATOR

Testimony Prepared for Hearings of:

The Subcommittee on Elementary, Secondary and Vocational Education
Carl D. Perkins, Chairman

The Subcommittee on Employment Opportunities
Augustus F. Hawkins, Chairman

I believe that I reflect the sentiment of educational and training personnel in the large cities in this country when I express my deep gratitude for the support which Federal legislative enactments have provided for vocational and job trainning programs. I shudder to think of the condition in which these programs would now be, were it not for the flow of federal dollars to keep them alive. It is ironic that vocational education, which has always responded so quickly to war emergencies, and which has served the industrial community so faithfully, should find itself in this condition of benign neglect.

The intervention of Federal funds is needed now perhaps more than in any other period of our history.

The large cities of this country are in crisis, many on the verge of bankruptcy. Unemployment rates throughout the nation remain high, highest in the large cities. Predictably, national economic crises impact most heavily on the employment opportunities of youth. The condition is even more acute in New York City, which is still suffering from the effects of the recession of the late 1960's.

The unemployment rate for all youth aged 16-19 in New York city reached the staggering rate of 22.1% for whites; for minorities the rate was double, (44.3%).

While the loss of jobs in New York City may have stabilized in the last year, the effects of the loss of over 500,000 jobs during the last decade are still being felt. Overwelmingly, the loss was felt in the manufacturing industries, and it is precisely jobs in these industries which have always provided a port of entry into the labor market for youth.

These sobering facts have had an impact not only on economic and government planners but on our youth who view the prospects for entry into our productive community with a sense of hopelessness. Disaffection and other symptoms of social rebelliousness are the natural outcomes.

No agency of government can afford to remain sanguine in the face of these grim facts. The frustration of the young, confronted by an increasingly tight and demanding labor market in which they cannot compete because of severe educational and training handicaps, is ominous.

Clearly then, the work begun by the Federal government to flow funds into the cities to stem the tide of youth unemployment and unpreparedness for the labor market must continue, and at higher levels, until present trends are reversed.

The case for increased vocational education resources is further supported by labor market projections for the 1980's. Job opportunities in the 1980's will be overwhelmingly concentrated in the higher skills areas, in the computer industries, in higher level clerical areas, and in sophisticated service industries. Training facilities to prepare entrants for these high skills jobs will be needed. Without greater levels of federal support, training providers will not be able to meet this challenge, and youth will not have the edge of skills to enable them to compete in the job market.

The capabilities of the public vocational training institutions in New City are already strained. More than 10,000 secondary school applicants for vocational training each year cannot be served within the present facilities.

The updating of existing facilities and equipment has lagged behind industry requirements. A major reordering of our national and local priorities will be required to accommodate those desiring and needing vocational training and related services, now, and in the near future. Support from the Vocational Education Act, and from CETA will be required at a much higher level if the cities are to reverse the present trends.

Vocational education agencies have long acknowledged the critical value of the work experience as an integral part of job training. With the passage of the Youth Employment Demonstration Projects Act (1977) public training institutions were given the opportunity to link instructional training with real work experience. By providing these career employment experiences to youth, a giant stride was taken in easing the transition from school to work. It is gratifying to see that the designers of the Youth Employment and Training Program (YETP) have clearly understood the relationship between school training and work experiences, and the need for both to assure a smooth transition into the competitive labor market. The legislation also speaks effectively to the needs of the academically, and economically disadvantaged who require special supports to develop job readiness.

The First Year of Funding

Notwithstanding the delays which can be expected in a program start-up, the Board of Education in-school YETP program was off to a flying start by February, 1978. Between the time the regulations were announced in mid-September and the beginning of the next school semester, students had been programmed, staff assembled, a plan developed and approved by the Prime Sponsor, and jobs developed to place more than 2,100 students in alternate week and part-time employment.

A Career Experience Center was set-up to provide the full range of intake services, including testing, counseling remediation, placement and follow-up. Eleventh and twelfth year students were assigned to training-related jobs and counseled, as needed, in job-seeking and job-holding skills. The New York City Career Experience Center is a model which deserves replication. Its benefits are already being felt by all secondary students, including non-participants in the YETP program.

Third party evaluation of the first year of operation of the in-school program confirms the successful outcomes, outcomes which exceeded the requirements of the contract with the Prime Sponsor by more than 10%. The contract defines positive outcomes as 30% of the participants placed in unsubsidized employment, and 30% continuing in advanced skills training or in a post-secondary institution.

A study conducted by the New York Community Service Agency further praises the New York City in-school program for its efficient operation and successful outcomes.

The Board of Education, New York City's local education agency, is, after all, uniquely qualified to implement a program such as YETP. It has both the structure and experience in training, placement, and in previous CETA programs such as YEP, on which to build. Trained personnel in programming, testing and placing students, is readily accessible to the Board of Education as are many additional in-school instructional and support services.

Much of this expertise derives also from the experience gained at the Bronx Center for Career, Occupational and Educational Services, as well as in part-time summer Youth Employment Programs. Above all, the willingness and capability of the Board of Education to advance monies for the program start-up and for student wages, in anticipation of the release of Department of Labor funds, contributed to the timely and efficient implementation of the in-school program.

Other New York City private and community agencies, without these institutional resources and structures could not, and in fact did not, mount programs in time, with the result that the largest proportion of New York City's funds within the first year was expended by the in-school program.

The justification for a greater LEA share of YETP funds beyond the 22% mandated set-aside was confirmed during this first year. The case is further strengthened by the potential multiplier effect of the YETP program on the school system as a whole.

Linkages

Maximal benefits, resulting from linkages with CETA programs, may be expected from the LEA. The New York City experience provided several excellent examples of the judicious use of combined funding sources. The following are notable among them.

The PISCES Project

The PISCES is a vessel acquired from the Federal government, which has been reconstructed with VEA funds for training in marine electronics. Students assigned to this vessel were employed on a New York Harbor environmental research project in collaboration with Columbia University. Skills acquired in the VEA initiated instructional program were applied to a paid and valuable research project, with benefits accruing to all participating agents.

The Adelphi Street Project

This project involved the building trades skills of thirty students at George Westinghouse Vocational and Technical High School. Students were paid with YETP funds to rehabilitate an abandoned building in an area of urban renewal in Brooklyn. VEA funds provided tools and supplies; community sponsors included the local Church, Sweat-Equity, The Williamsburgh Savings Bank, (mortgage backing), with The Brooklyn Union Gas Company contributing the utilities. The four renovated apartments have already been rented to local residents. All participants benefitted.

Snug Harbor Cultural Restoration - Staten Island

Students from two schools, Curtis and McKee Vocational High Schools on Staten Island are participating in the restoration of a landmark cultural building. Instruction and supplies are provided by VEA, wages for real work paid with YETP subsidies.

These examples suggest the capability of the LEA for linkages which maximize benefits to students and the community.

While the outcomes of the first year of YETP funding exceeded our expectations, it also provided an opportunity for critical review of the legislation and the procedures under which the programs operated.

A number of recommendations flow from this review, some related to the legislation per se, and others to the internal management or operational procedures.

For example, funding cycles need to be keyed to school cycles to enable prime sponsors and school contractors to mount programs in synchrony. Timelines in DOL cash flow, in the submittal of letters of intent and allocation, in the sign-off of budgets, are necessary if programs are to start and end on time. All of the agencies involved need to be mindful of the effect and cost of delays.

Administrative changes are often necessary to smooth or correct operational difficulties. Such changes should be instituted at stipulated and announced junctures. Midstream changes to correct problems often only exacerbate existing problems. Last year for example, changes in income eligibility caused undue delays in the processing of students.

Participant Eligibility Requirements

Greater flexibility should be built into present eligibility requirements for participation. Students with family incomes only slightly above the prescribed levels are at present excluded, when in fact, they qualify by all other measures. This exclusion is arbitrary and often punitive. An allowance for a 3-5% leeway would be both more humane and more manageable.

Integration of Participants

It would in no way alter the essential intent of YETP if a restricted number of middle income students were allowed to participate alongside students from lower income families. The interaction between participants from both groups has already proved beneficial. In all likelihood, the easing of the eligibility requirements to include some of the middle class students would also encourage both a higher degree of interest and support of YETP programs in the community.

Jobs in the Private Sector

In New York City, as in most of the other large cities throughout the nation, student placements in this first year were largely concentrated in public sector agencies. While the selection of the participating agencies was, in most cases, compatible with student job interest, efforts need to be intensified to include more private sector firms.

Smaller firms in New York City (50 or fewer employees provided almost 80% of the jobs. These firms represent a valuable placement resource which should be tapped. Regrettably, many of these firms resist involvement with public sponsored employment programs because of the elaborate and cumbersome procedures which normally accompany such participation.

YETP Wages - Welfare Benefits

There is a provision in the present regulations which tends to penalize the families of participating students by using subsidized student wages as a factor in determining eligibility for welfare payments. This penalizes both the student and the family. The full benefit of gainful employment on students should not be dulled by this artificially created adversary relationship between a student who is employed and his/her family.

Public Sector Institutions

The legislation assigns responsibility for out-of-school youth and adult programs to agencies other than public educational institutions, with the result that many of the ancillary benefits readily available in these public institutions cannot be tapped. The New York City school system offers a wide range of remedial basic education, English as a second language, high school equivalency preparation, and occupational skills training programs from which YETP program participants may choose, in any combination.

The resources of counseling centers, of skills centers, and linkages with Apprenticeship programs are provided by the school system's out-of-school and adult programs. Similar resources are not available in most community based organizations, with the result that a participant may be receiving only limited services necessary for job preparedness. Legislation should take cognizance of these considerable and diverse public agency resources, and shift more of the responsibility for training programs to this logical source.

Youth Councils - An Underutilized Resource

The leglisation quite properly acknowledges the value of Youth Councils in providing leadership and support for YETP programs. As presently constituted, Youth Councils provide a broad base of participation and could, if properly encouraged, fulfill the responsibilities outlined in the legislation. In fact, the first year's funding experience suggests that some strenthening of the role and influence of these Councils is in order. I would heartily support such strengthening.

Summary

Time is of the essence if we are to save our decaying cities, and restore the faith of our youth in the American system, and in themselves.

Vocational education has served this society long and well in preparing a trained work force. It can continue to serve, and indeed will be a critical resource in providing the skilled labor required to fill the jobs in the 1980's. Support for training institutions and employment programs will be needed on a billion dollar scale for each, if we are to alleviate the problems of chronic youth unemployment in this country.

I urge you to continue and expand support for these Federal programs, VEA, CETA, and others, which hold out the only hope of restoring the faith of the youth of this nation in our economic system.

The life of the major cities in this nation rests on your commitment. I am attaching several profiles, randomly selected, which describes the experience of individual New York City students before and after involvement in YETP programs. You will agree, I am sure, that the human benefits are beyond measurement.

YETP . . .
MAKING
ME
SOMEBODY

Profiles of Youth Whose Lives Have Changed

Prepared for

Center for Career and Occupational Education
Board of Education of the City of New York

Prepared by

Beatrice Gross
Carol B. Aslanian

"YETP FOCUSED MY LIFE ON SUCCESS"

Deborah C. heavy-set and 20 years old wears no make up. She cuts her hair in a neat "afro", is neatly dressed in a tailored man's button-down shirt tucked into belted jeans. Deborah speaks with an ease that indicates she feels comfortable.

"I dropped out of school when I was 15, after my mother was murdered by her boyfriend. It tore me up, plus I needed more money than I could make after school. Even with the social security checks, the money wasn't enough. I kept myself together by doing odd jobs -- a United Parcel loading dock, gas stations, and for a while I worked in a 'reefer house' in Brooklyn. Made good money there, $375 a week, but it was dangerous work. We worked at a big table, bagging marijuana, but there was people getting busted all around us. One day I was going into work a little late when I came to the building ... and saw the police carting people I worked with away. I just walked on by. Didn't even turn my head.

"It was one of my teachers from High School that called me about the YETP program. I had been out of school for more than a year by then, taking care of my sister but I had kept in touch to let the teachers I liked know I was O.K. Miss Dubin's call showed somebody was interested and cared about me, and I really appreciated that. I was tired and getting high a lot. When working at the reefer factory I had free pot, and I was still getting high every day even when I began working with the Health and Hospital Corporation, which was my first YETP job. I was then working in the blue-print department and going to school three days a week. I lost that job because of the pot, and YETP transferred me here, and that's when I began working nights as a security guard for Lanc Security. I work in a building which looks great from the outside, but it's really a slum, with junkies and bombed out people hanging around. If I hadn't been already working at YETP I probably wouldn't have known how to get the job, but by then I knew how to deal with the job world, so I checked out the newspaper ads and got the job on the first day. Must have impressed them as being built right for the job.

"YETP focused my life on success. Even though it took 'til now, I'm still only 20 and I'm finally stabilizing myself, working at an honest job, getting high much much less, planning for my future and dealing with school work too.

"I do clerical work here, but I notice now they don't give me such petty work as they used to, and if they do, I remind them I'd like to do something more challenging which they do.

"Even though I'm already studying on my own, I got the papers to enroll in the GED night classes at Taft. It will mean I have to shift my job schedule at the apartment building to get the time free.

"I don't have too many friends any more. The people I used to know, I don't want to know now, and I haven't met many people I'm interested in -- people 'into' things like school and work.

"Eventually I want to get into law. They have a course at City University to train Para-legals. In my spare time now, I go sit up in court rooms just to watch. It's been a long time, but it still bothers me that my mother's killer got away with a murder of passion. I run into him sometimes and I'm scared to death. Can't help wondering what's going on in the justice system that he could get off.

"I read books on the law, borrowed from a new friend I made who is studying business law. And I've been saving for college, as much as $200 one month. Found that I can live on the social security and night-work money, so some of the other money I make can be saved. Except that inflation is making it harder to get by.

"Before I entered the program, I thought of myself as kind of a slow student, but the program opened my mind. I know now that everything is out there if you explore and don't close yourself in to negative things. There is no reason to be blocked in by outside things, it's just what you do to yourself that stops you. Anyway, part of what I learned is how to plan ahead for studying. Now that I know I can't 'get-over' without work.

"Like I have exams coming up on the 13th and again on the 21st. So already I'm studying to pass them. Now I realize how lucky kids who can stay home and study without all the distractions I have are. But I'm not worried about the tests, because I've learned that when I give myself time to study, and I sleep enough before the test, I can come out with a mark I'm satisfied with.

"I don't do any pot during the day anymore -- even when I'm not studying. Felt really bad about being fired from the first job I had at Health and Hospital, but I can understand why they did it. I was coming in to work with my eyes all red and my pupils wide. And when people asked me about why I looked like that, I told them that I was high.

"At this point I really could use a full time job. One possibility I'm investigating means getting a gun permit and moving up to Lieutenant at the security job.

"Even though I like the people here, I wouldn't want to work as a secretary. I can't stand typing all day for one thing. But it's been a useful experience. I noticed my weak points here -- my spelling is mediocre, my arithmetic can use work, and I have to work more on vocabulary. But when I don't know a word, I write it down and refer to it again and study it. And I can see I'm improving. In the three years I was in High School I never learned how to study, but I know how now, and I can study on my own. I've learned a lot, but probably the most important thing is that I have a future I can look forward to. If not for YETP, I'd be sitting up in the joint right now -- or out in the street."

"I LEARNED PATIENCE ON THE JOB"

Raphael T. a handsome 18 year old dressed in a tee shirt with rolled sleeves that show his athletic build to advantage. He speaks fluently with only a slight trace of an hispanic accent.

"Till the 7th grade I was an 'A' student. Then I went back to Puerto Rico with my family and when we came back to New York and a new neighborhood ... well school began to get to me. You know, I wanted to enjoy myself, relax. It's hard to sit in school especially when you know the work already, and in this school I had teachers I didn't get along with so I began to cut school and drink. I was still doing O.K. in school but the teachers they took grade points away if you cut school. This year I really got a blow. I found out that even though I was passed into the 11th grade, I had only 10 credits when I should have 17. It turns out I would have to stay in school a lot longer and it was frustrating me and making me want to drop out.

"I tried to solve it with my teachers but they said they couldn't do nothing. Boy, before I had this job I would have picked up a chair and hit the teacher because he was such a ... well you know ... but I learned patience on the job and I just talked to him.

"I get a lot of pressure from my mother to get a job. She doesn't have patience at all and she is what you call a nervous lady. If I argue with my brother she can't stand it and wants me to get out of the house. She threw me out once and once I left and lived on my own for two months. But I realized I could make peace with her and now I'm living at home.

"I can't say I learned a lot on my job, working in a Day Care center with 3 year olds. I was always good with kids, but I can be more in control now. Still it would be real good to get out of the house and be on my own. That's why I think I might leave school and get a good paying job. When I was living with my father and then when I was on my own, I was out in the streets hanging out with friends and drinking a lot. I was heavy into smoking reefer when I was 14 -- I felt addicted and had to have it to get through the day. But now I only drink on weekends when I party and I don't 'smoke' anymore. You have to watch what goes into your body.

"My main hope is to be a professional baseball player 'cause I love the game and I'm really good. But I have to first figure out how to get to college to learn something. Even if I'm good, I'll have to have something I can do when I'm 43 or too old to play ball.

"Most people I know think about going into crime or hustling. You can make money with your hand-out in the street but I have to look myself over and see what I can do. After this summer job, I figure I'll study hard to to get my High School Equivalancy instead of going back full time. Then I'll get a real High School diploma and apply for the Air Force. They would train me and put me through college. I want to learn electronics and auto-mechanics.

"The folks at YETP want me to stay at James Monroe High 'til I finish but after what they did to me at the school I can't graduate 'til I'm 20. That's too old to be in High School. For now, I want to be in my own place where I can be alone and work without someone bothering me. It's really hard to study in a 2 1/2 room apartment with my mother yelling at me, my brother and my mother's cousin and her husband and child all crowding around.

"I know how to get a job and how to present myself now. I know I read well and I can study by myself. But school, that's still a drag because of the way teachers treat you, so I don't show it but still I get frustrated when I'm there, and I would rather do it myself.

"I'll tell you, if not for the staff at YETP, I'd have been gone long ago. They're trying to encourage me to stay in school or find some way for me to finish. They even have tried to reason with my mother. But my mother, man, she's another story.

"MONEY ISN'T AS IMPORTANT AS EXPERIENCE"

Thomas A. is a neatly dressed, well developed black, seventeen years old of medium height. He is dressed in a tan and blue plaid shirt and tan slacks. He speaks in a relaxed voice, establishes eye contact, but his tightly clasped hands indicate he is nervous at the start.

"Before I came to work at the center in the payroll department, I was scared. I figured the job would mean I would have to meet a lot of people and travel on the train. I hadn't done that kind of thing before.

"I grew up shy, and before this job, I had only used the subway to ride from my Brooklyn apartment to my grandmother's house or to school and back again. Hadn't ever been to Manhattan.

"The main skill I got from the work here is how to relate to people. My school work was always pretty good and I got to school on time but I couldn't 'deal' before. If my boss got mad at me I didn't talk back but I couldn't let go of my anger neither, so I just quit. Like when I was 14, I worked for Mr. Russo on the fruit stand. He had me lifting 100 pound boxes of fruit and 90 pound bags of potatoes and packing them in his truck, four crates deep and five crates high, I packed them. It was summer and hot. Ninty degrees in the shade and I'd be hauling 50 boxes of mangoes and oranges from six in the morning to six at night. Wasn't paid much neither, only $1.00 an hour, but I needed money. One day I had to go to pick something up from the bike shop which closed at six o'clock, so after I'd loaded the truck up at Hunts Point market, I asked him, 'can I be excused for the rest of the day.' He didn't ask why, just yelled to unpack the mangoes and other stuff away like he said but I didn't go back again.

"It was a rotten job and I wouldn't want to do that kind of 'bum's work' again, but if it was now, I could explain why I needed to get off a little early and I could handle it without walking out.

"But really, I want to go into business for myself — the bicycle business. I always wanted to open that kind of store. Before I worked with the YETP I wished for it, but didn't have any hopes for it. Now I see it might really be possible if I learn about the business first. That's why I really was glad Miss Levine at YETP told me about a job opening at the Stuyvesant Bike store. It's one of the biggest shops in the city and when I heard about the job I went and talked to the boss and he's taking me on, starting later in June.

"That led to my getting myself a job in Frenchies Bike Shop in Carnarsie — that's where I work now in the afternoons. I went to Frenchies to get a an $80.00 brake set-up, and told him that I was going to work at Stuyvesant Bikes. I asked him if I could work off the cost of the brakes between now and the time I started the other job and he took me on, afternoons. I figured it would be good experience and he could give me a good recommendation as well.

"I could have a job hauling heavy stuff again, but even if I was offered more money than at Frenchies I wouldn't take it. Now, I'm looking for work that gives me experience I need for the future, so given a choice the money isn't as important as the experience.

"This YETP job gave me confidence in myself. I didn't ever think before that I was capable of working two jobs and doing well in school too. My idea now is to work for a year at Stuyvesant Bike Shop. If he likes my work and keeps me on full time after I graduate High School and teaches me to run the business, then I'll stay on full time, go to college part-time to get the experience and the business training at once. If not, I might take a business course at college full time.

"My younger brother who is 15 got a job through YETP's job file working for the Sanitation Department for the summer. Last summer when he wasn't working he lifted weights and ran wild in the streets. My older brother finished High School last year. He wasn't working but when I came here and found out there was a job file, I told him to come and he's got a job at Barney's now.

"But I think I've been lucky. My job here gives me the kind of experience and responsibility I never had. I run errands all over the city -- places I'd never been before. Yesterday, I had to go down to the central building of the Board of Education with a load of forms to be filled out and stamped in different offices. I went around and talked to lots of different people, explaining about the program. That's not the first time.

"I don't mind hard work. I get up at 5:15 in the morning so I can get here on time by 8:30. If I was late I wouldn't feel good. I have a little time when I leave here before I have to be at the bike shop in Canarsie at 4, and, of course, every other week I'm at school.

"Holding two jobs means that I can get the things I need, but also, since I've been here and learned that I can get jobs and hold them, I have a lot more self-respect. Before I started I was scared. Now? Now I'm confident."

"I DON'T BELIEVE IN WELFARE"

Miriam B. is a "movie-star" pretty 18 year old in a black cotton peasant dress with white trim. Her soft brown hair falls around her fair shoulders and almost hides the gold cross on a chain about her neck. She wears gold rimmed brown tinted glasses. Miriam speaks with a soft Hispanic accent.

"Like something changes your life, a new thing like YETP. At first you're scared, but gradually you have more confidence than if you stand there doing nothing. The more experience you get, the more confidence you get.

"My best experience in Brooklyn Jewish Hospital was in the maternity ward. How I love the little babies and helping women when they are in labor. But man, sometimes you got to know how to get out of the way! Yesterday somebody in labor was pulling on my hand and squeezing my arm and I thought she would pull it off.

"By asking for a transfer to different parts of the hospital to meet new people I got to get different experience. This was a big change to me, but not so big as the change it made in my life and in the change I'm helping my mother to make.

"You have to imagine what it's like in a Spanish family to get the picture. Do you know how tight our families are? Well if I tell you that I couldn't go out alone to Catholic school when I was in grade school, and, get this. . . even when I graduated from 8th grade my mother came with me to the Prom and my brother was my date. Can you believe that?

"I changed, and I changed my parents. Now my mother comes to me for advice because I know about the world, and I find ways for her to get out and grow like I did. She asked me if she should volunteer in the Catholic school and I say DO IT! It would change your life to meet new people and make friends and now I see that she can carry more responsibility with money. My father objected but I talked him into it. I told him it's not healthy a woman to be stuck into the house; no fresh air, no friends.

"My father listens because he's proud of me and he's always talking about me to his friends. He doesn't think much of my older brother who just wants to live off my parents and not work or do anything. Personally, I think my brother is on the dumb side, but I tell my mother don't give him money if he don't work. He likes to think he's mature but by giving him without him working you treat him like a baby.

"Me I wouldn't be without a job. I love the work from YETP at the hospital 'cause now that I have the experience, I want to be a Registered Nurse. But I work another job too in my neighborhood. I been selling clothes in a boutique.

"The manager came to me 'cause I buy there sometimes and asked me would I want to work there? 'Sure,' I said 'but maybe later when I work a while you'll raise my salary? Today I got another offer for full-time work in a store, but to do it I would have to leave the Hospital. Even though the other store could pay me more. I'm getting the experience in the hospital and that counts for a lot for when I get into Nursing school.

"I told my fiance I have to work even when he said he wanted to support me. At first he said I don't want my wife to work. He's old-fashioned, but I told him I don't believe in welfare and I do intend to work and if you don't like it, we better not start to date. Now he wants me to work.

"I would work until I had children (I don't want more than 2 or 3 of them), then I would stay home until they were in Junior High.

"For me, children is a long time off. Right now I know how important it is to get an education and to work. I told my sister how important it is to go to Clara Barton High, a school with a co-op program which will get her into a hospital from the 10th grade on. She didn't want to 'cause she wanted to follow in my footsteps, but me an my mother pressured her and together we convinced her that it will be good to have even more practical experience than I got. I wish I was in her shoes to get a start again to go sooner to a hospital to work. I would be a Licensed Practical Nurse when I graduated if I went there.

"But I'm not too bad off, because I was picked for the Youth Employment Training Program and I could have been one of the people in my school who never got no chance to work at all. For me, it's been the best thing that happened in my life so far. Once I wanted to be a stewardess, but not now. No more! Now I know it wouldn't be me. I'd be missing something in my life, just being a waitress in the sky. I want more.

STATEMENT OF GEORGE QUARLES, CHIEF ADMINISTRATOR, BOARD OF EDUCATION, DIVISION OF EDUCATION PLANNING AND OCCUPATIONAL EDUCATION, BROOKLYN, N.Y.

Mr. **Quarles.** Thank you very much.

First of all, I would like to tell you that it is my pleasure to appear before the subcommittees. Certainly, I think it is timely. It is timely because we have had a year of experience in which we have looked at and combined the resources from both the in-school youth employment and training program as well as the resources of vocational education.

I really think that the quality of any program is reflected in what youth print on their T-shirts. I happen to have one in front of me that our student council in New York City has printed, and is selling. It says: "YETP is working." They are selling these not only to the 2,100 students who are part of the program, but to many friends of the program and to many sponsors of the program.

I would like to congratulate the committees and the designers of the youth employment and training program.

In New York City, I think you are aware of the high level of youth unemployment. It is 22 percent for whites. Among the minority, the figure doubles. It is closer to 45 percent. I think that it is probably the second highest in the Nation, and we have to look at what is happening in our city. We have lost 500,000 jobs, mostly in manufacturing. Historically, that is where our youth were able to receive their initial employment. They went from manufacturing into many of the other areas of employment.

The economic outlook, as we project it, is going to call not for manufacturing jobs in New York City, but it is going to call for personnel who have skills in computer technology, in word processing, and some of the very, very highly skilled service industries.

We believe that if we can combine the experiences that youth are receiving through the YETP with the good training that we get from vocational education, we probably will have the best kind of mix which will be able to give the best kind of service to our students.

Under vocational education, we have always had the cooperative education program, and we have expanded that. We have about 8,000 students who participate, in New York City, in cooperative education. But most of those students needed to have some skill before they could be accepted by the employers.

We have another group of youngsters now that we are servicing through CETA who do not necessarily have skills. We are interested in giving them a career employment experience as called for in the legislation, so that they can move from school to work.

Some of our youngsters have never worked. They have a history of families who have been on welfare, and work has not been important in the family. We believe that we need to give these youngsters an experience that will allow them to have what we call "employability skills," and that would be learning how to write a résumé, learning how to apply for a job, learning how to work with others, learning that you have to go to school, and go to work on time, and you have to be dependable and responsible.

We think that with these skills, the youngster will be employable. We have many youngsters who are into that. Probably 60 percent of our youngsters fall in that category. They have not taken vocational education, but they are getting employability skills. We have 2,100 students who are a part of the youth employment and training program in school. We have tied the in-school program into what we call a "career experience center." I think that this is probably one of the most important points that I can make.

Our career experience center is an intake and assessment center. In that center, our youngsters receive instruction on how to fill out a résumé, how to apply for a job. We make some assessment of their abilities, where they are at this particular time, and we start to develop what we call a "career plan" for those students.

Also in this center, we identify a job that the student is interested in. We place that student in the job, and we tell the person who is employing that student, "You will have to develop a training plan with us for that student," because we don't want our students out there alone without any support and help.

So we have built into that center a monitoring unit that goes out and meets with the employer, and gets the employer to agree to a training plan, such as: "In this particular job, you will learn," and we list the kinds of things that the student is expected to learn. Our monitors go out periodically and check to make sure that that is occurring on the job.

One of our intermediate evaluations has revealed that as a result of this experience, the youngsters are improving in their basic skills. They are improving in their attendance at school.

Initially, we did have problems with their attendance at school. The youngsters would go to work, but they were not going to school. So, we decided that we had better make sure that we got those youngsters back in. We gave them some more counseling to make sure that they understood that what we are attempting to do is to develop their transition from school to work. If you are going to work, then you also have to go to school. We are even coming up with a contract with the student that will say: "This is what we are going to be contracted for in terms of our services to you. This is what you have to be contracted for in terms of your services to us. Your services to us are going to school, and not be a truant, and going to work, and getting there on time," and all kinds of things that would be their own responsibility. That is working.

We have several students who have gotten fired from jobs, but we did not, as a result of that, just discard them. We brought them back into our counseling center. We give them what we call "life-skill" development, and that is a sensitivity training process through which the youngster understands what he or she has to do in order to function within the job world.

Even before sending them back into that world of work, we have what we call an "intermediate job coordination," and that will occur under a kind of shelter-workshop situation, wherein we still employ the students, but we have them in what we call "intensive care." We watch to make sure that they are coming in on time, that they are performing their work. Then we move them into more independent situations.

I would like to talk for a few minutes about what we see as some of the linkages that we have developed. One of our programs is called Adelphi Street project—there are a series of projects in the in-school 22 percent set-aside program. There are probably 30 different projects with specific objectives in mind, either directly into unsubsidized employment or into further training, or into college.

This particular Adelphi Street project is a combination of a non-profit organization, a church, linking together with Brooklyn Union Gas, the Pratt Institute, and several other institutions to redesign an old brownstone. The high school kids are being paid the minimum wage through YETP. The high school kids who knew plumbing, electricity, heating, air-conditioning and carpentry rehabilitated that building, with a contractor who was paid out of the church funds.

These students really had a sense of community. They had a sense that they were accomplishing something. The instruction was paid for out of the vocational education funds, as well as the necessary tools that they needed to work with.

The students had a sense of identity with the community. They had pride in seeing the completed project. They have completed that project now. I think there are four apartments that poor people in that community have purchased for $7,000. As a result, they have a home and they feel good about their environment.

There is another project called the Pisces. We have a school ship which is 470 feet long, and we also have what we call the Pisces, which is a small vessel about 65 feet long. The students who operate that particular vessel are working with Columbia University in an ecology project. They are piloting the boat. They are taking the samples of water that Columbia University has to have, and they are really performing the kind of service that is a real job. We pay for that out of the youth employment and training program. The teachers are paid through our vocational education funds.

The third one is what we call the Snug Harbor Cultural Center in Staten Island. In that particular program, the youngsters from two high schools are restoring a historical site. They are actually doing the work. The classes take place right on that site. Not only do they perform the work of carpentry and refinishing floors, and replacing windows, but they get their basic educational math and science right at that site.

I could go on and on about that kind of linkage, but what it has done for us, although we already had our cooperative education programs, it has allowed us really to get an additional number of students into real jobs. I think, even different from cooperative education where the employer does pay them, the youngsters understand that they are getting a real life check, and it does not come from the department of human resources, it comes from the board of education, and we are able to pay them directly.

We have also tied in with other multibased organizations such as minority engineers, who are now having us move into the private sector. We are getting our youngsters into Con Ed, those that are interested in engineering, and they are working for Con Ed and they are getting on-the-job-training experience.

Some of the problems that I would like to indicate, which occur with CETA, there is a problem with timely cash flow. There is a problem with the allocation of funds. We, in New York City, were probably the first city in the Nation to begin our program. We began in February of 1978, and we began with no money.

How did we do that, pay 2,000 kids $2.90 an hour? We were able to get our financial person at the board of education to agree that because of our cash flow, we could begin the program. We would pay the youngsters on the promise that 22 percent, or $4 million, would be coming in to New York City.

The person allowed us to start the program. The prime sponsor just said verbally, "Yes, you will get your money." Fortunately, they knew each other and they had built up that trust. I am not too sure that this could work in all cases, but we were able to start, and we were able to get our program moving.

Another problem that we had was the changes in midstream, where the eligibility requirements changed this year, and there was a slowdown in really getting our youngsters into the program for the second fiscal year. When the eligiblity requirements changed, we had to go back and ask those parents to fill out another form, and they said: "Why do I have to do that? I did that last year." They were concerned about what we were looking for, "I am honest. I am making the statement. Why do I have to give you all these other documents?" I think that if the program had been designed initially to ask for the documents, that would not have happened.

I am also concerned about the rigid cut-off in terms of income. If there could be some deviation, perhaps up to 5 or 8 percent, which would allow us some leeway in terms of eligibility, we could reach youngsters who are just as badly in need, pregnant teenagers, or some other youngsters who need the kind of services that we can give them.

Also, I would like to have a number of slots for the middle income, so that the program does not just become a program for the poor. I am not saying that I want a large number of middle-income participants, but I would like some leeway in allowing some middle income participants to come in because I think you could get greater support for it.

Mr. **Hawkins**. If the Chair could interrupt at this point. On page 7 of your statement, you refer to eligibility requirements, and you indicate exactly what you are now discussing, income slightly above the poverty level, and also on page 7, you refer to the welfare benefits.

At the bottom of the page, you say:

> There is a provision in the present regulations which tends to penalize the families of participating students by using subsidized student wages as a factor in determining eligibility for welfare payments.

May I ask you, first of all, if you are familiar with the fact that under the law, section 435 of CETA, there is a mix of incomes which is allowed, so that there is some flexibility in allowing a 10 percent allowance for those who do not meet the more rigid requirements.

Are you familiar with that section, and has that section been applied with respect to this particular problem?

Mr. **Quarles**. One of the things that has happened, the guidelines come out, but then someone out there interprets those guidelines. We have trouble when we interpret them differently from what has been presented to us. We are at the mercy of the prime sponsor in that particular situation.

Mr. **Hawkins**. Have you been told by anyone at the local level that you could not use that provision of having a mix, or are you assuming that the regulations do not allow it?

Has someone specifically directed you that you could not use it?

Mr. **Quarles**. We have been directed that we could not. I don't know about that particular regulation, I would have to check that.

Mr. **Hawkins**. I hope you will.

Mr. **Quarles**. Would you give me the regulation, again?

Mr. **Hawkins**. Section 435 of CETA. The the staff of the subcommittee would be very glad to assist you after the hearing in connection with that.

The other part of the question went to the matter of the State benefits. On page 7, you refer to student wages in determining eligibility for welfare payments. I don't know whether you are referring to State benefits, because section 446 of CETA disregards youth earnings for eligibility determination for any federally assisted program.

If that is what you are referring to, then, obviously, again, the Federal law is not being used to provide that flexibility. Here, again, I would advise you to discuss it with the staff, so that we may get a clarification of those particular provisions as they are now being applied in your particular State.

Mr. **Quarles**. I certainly appreciate that.

Mr. **Hawkins**. Forgive me for the interruption.

Mr. **Quarles**. The interruption was certainly beneficial. These are kind of things that handcuff us, and keep us from really giving the services to the extent that we would like.

Mr. **Hawkins**. Sometimes we get blamed at this level for it, and we do not want to be so blamed.

Mr. **Quarles**. I understand. Thank you very much.

My last point, in terms of the legislation, is that I would like to see greater involvement of the public school system in working with the out-of-school youth. We knew that we had this incentive that I talked about, which was designed for strong counseling, for intake assessment, for developing career plans and training plans, and really having a comprehensive resources for students. In addition to that, we have basic education as a part of our school system, English as a second language, high school equivalency preparation, preemployment program. We give the training for the apprentices, the related training to meet the State requirements.

We have skill centers. We have five skill centers in the city. We service, really, 75,000 adults through vocational education and all the other programs that I just mentioned at the specific counseling center, yet we are shut-out—maybe you can clarify this one for me, too—from working with the out-of-school youth under YETP.

We have been told specifically, "You are going to get 22 percent—Now there has been some movement from that. I think we will end up, because of our record with more than 22 percent. But we would like to work with and we think that our responsibility is to the out-of-school youth. We think we have the kind of resources through our vocational program that are second to none in the city, yet the preference is given to community based organizations.

I am saying that we have the resources, and few community based organizations will come to us and say: "Let's link together." I am willing to and I tell them, but few of them come. They want their own thing. So we are kind of handicapped.

We did submit proposals to service out-of-school youth, and we were turned down. I don't think that they even looked at them. So, it seems to me that the new legislation ought to really carve out a larger role for the school systems in working with out-of-school youth.

I consider out-of-school youth as adults. One of the responsibilities that I have, as a major city director of vocational education, must be a concern for them as well as the handicapped, or any clients that need that kind of services.

The last point is the youth councils. I do think that they need to be strengthened. I sit on the youth council and I sit on the manpower training council also. The youth council in our city was not effective. It is now, I think, becoming effective. We are getting the students more involved, and even when we get recommendations from students, we have had trouble to get the manpower planning council to listen.

I think that we are working that out, but something in the legislation is needed to strengthen that.

What I really tried to say is that vocational education has served well in preparing and training the work force. Our CETA programs have reinforced what we have done in the past. I think the training institutions and employment programs will be needed on a billion dollar scale for each of them, if we are going to alleviate some of the chronic problems that we have with unemployment in this country.

I would urge you to continue to expand the Federal programs, especially CETA and vocational education. I think through that, our youth will restore their faith in the country.

If you look at some of the profiles that we have of the students, taken at random, you will get a sense of the scope of the problem in New York City, and you will also get a sense of what the Youth Employment and Training program has done for some of our students. The very first one will raise hair on your head, and that is what it did to me when I read it.

These were selected at random. These are students who are real people, who are in our programs.

I thank you for allowing me to make my presentation, and I stand ready to answer any questions that you have.

Mr. Hawkins. Thank you, Mr. Quarles, for a very fine statement.

Mr. Perkins?

Chairman Perkins. One question. Mr. Quarles, how can Congress specifically help to bring together the vocational education and the CETA program? Should we tie the funding together, or how could we bring that about, in your judgment?

Mr. Quarles. I think the CETA legislation—I remember the time when the Manpower and Training Program and CETA were much more comprehensive, but all designed for jobs and economic stimulus. Vocational has, historically, worked in a dual capacity. One is occupational training, and second, into permanent employment.

I am concerned that in some of our CETA programs, we have infused huge sums of money into jobs, and the end result has not been a permanent job.

I do see some movement in the new CETA legislation, specifically the public employment part, where education now has to be a part of that. I would hope that that kind of linkage would continue. There is a role for education, and educating people, so that if the job is discontinued, they will be left with skills which will allow them to move into other jobs. Right now, they have nothing to go on to.

So I do see that movement and I would hope that Congress would continue in that direction.

I do believe that our schools need a heavy infusion of funds to really improve some of the programs that we have, especially the physical plants in our large cities. The knowledge and the technology is there, but some of our physical plants need some additional help so that they can give additional service.

Chairman Perkins. Thank you very much.

Mr. Hawkins. Mr. Jeffords?

Mr. Jeffords. Thank you, Mr. Chairman.

I am interested in several areas. First, you talked about the out-of-school youth, the inability to get them into the program. I wonder what kind of outreach programs CETA has to reach the out-of-school youth.

I am concerned. I have just come from a visit to nine cities, looking at school programs and youth employment programs, and the thing that concerns me is that the only young people whom we do serve are those who have the drive and the initiative to come and seek out the help of YETP, or the alternate schools, or whatever it is, and get back in the regular schools.

There is a large number of young people who have dropped out of school, who are unemployed, and either they are toc embarrassed to come and seek help, or they are just drifting.

I was wondering: (1) If it is a problem in your area; (2) if anything is being done about it; and (3) what you would recommend be done about it?

Mr. **Quarles**. If you asked that question of any city, the first question, is it a problem, the answer would have to be, yes.

We have, under tax levy funding, what we call auxilliary service to the high school program. That program is designed to attract the high school dropout back into the system, but not say to that youngster, "You will have to sit in the classroom," in the formal sense. They are saying to that youngster, "If you come to us, we will work with you, around your own schedule. We will allow you to prepare for the high school equivalency examination, and we will tie it back in with the center for career occupation and its resources, so that you will be able to prepare for a job."

One such a program, under the Vocational Education Act, allows us to counsel and work with out-of-school youth, and get them into a private vocational school for specific training in a high employment area. The State itself pays the tuition. We are not allowed to pay private schools with any of our Federal funds. We do the counseling. We do the outreach. We do the assessment. We get that youngster into a private vocational school around his or her own schedule, and not around the inflexible school schedule. That is one such program that is working.

We do have, under other CETA legislation, programs such as the institutional training portion, which allows us to get youngsters into one of our five skill centers. We work with them in basic education, and in specific employment training, and we get them jobs. Our percentage is one of the highest. Even in this badly depressed economic situation, we have 75 percent placement.

Back in the good days, I would have said, "75 percent, that is just mediocre," but right now I think that it is darn good. Seventy-five percent placement is good in this economy. In the auto mechanics center, we place 95 percent. In the clerical, it runs about 75 percent.

Those are the kinds of things that we are doing, and that is not within the CETA YETP out-of-school program, because we are not involved with that.

You asked me for the kinds of things that we are doing, and I have named two that come to me right off the top of my head. One other is our apprenticeship program. We tie in with the unions.

I am still concerned that our unions have not opened up to the difficult student as much as I would like, and to some of the minority students. There is still a problem in getting into some of our unions, and having the kind of acceptance that I think is necessary for minority groups.

Mr. **Jeffords**. Let me move to another area, briefly. The areas that seem to have the best programs, the programs that are working best, are those where the prime sponsors, the school district and the city have all gotten together and worked hand in glove to develop programs.

I am concerned, from my knowledge of the Department of Labor, that some of the things you mention and others have mentioned seem to be more oriented toward how many job slots we have built rather than how effectively we train somebody for a permanent job, and how effective is that training.

I wonder if you would think that there might be some advantage to have the programs that are involved with education and training under one Federal agency. In other words, have our vocational education and training programs that are now in the Department of Labor, to be handled by one Federal agency, so we can get more direction in the training and more emphasis on training, and training for jobs, rather than having the certain pools of functions that we have in the Department of Labor now and in HEW?

Mr. **Quarles**. In my opinion, I think there are different philosophies in each of the agencies. One, I think, is more directed toward jobs, and the other is directed toward educating the total person. I would not like to see just one movement. I think there is a need for both, and I would be concerned that it not just turn to jobs, but to education for work as well as for the individual person. So I would like to see it remain with those functions, but with some strong linkages, as I have discussed.

Initially there was a bit of—I don't want to say, hostility, because hostility is not the word, but was not a dual-partnership with the prime sponsor because the prime sponsor initially wanted to tell me exactly how I should work with my 22 percent set-aside, and some of the things that the prime sponsors said they wanted to see happen, I had to modify in my own mind. We did it, but we did it with the modification that we needed, to make it work. That caused a little tension, but it did work out. Now, I see us moving closer together because I think we have built confidence in each other.

I certainly did not trust that segment 100 percent, nor did they trust me 100 percent initially. But now that we have worked together, and we have a dual purpose, we have seen the strength that each of us possesses, and we are bringing it to bear in the best sense.

Mr. **Jeffords**. Using the set-aside is helping you to get it?

Mr. **Quarles**. The set-aside was certainly necessary. If that had not been there, I am afraid education would not have been involved in the program at all. The early experience that our youngsters are getting with the world of work and the knowledge that they have about the relationship between what they are learning in school and the world that they are going to have to live and work in would not have come about. I am really pleased with the legislation, despite some of the things that I have talked about. I think, on balance, I would give it a very high passing mark in terms of what I see as a potential for it.

Mr. **Jeffords**. Thank you.

Mr. **Hawkins**. Mr. Williams?

Mr. **Williams**. Thank you, Mr. Chairman.

Mr. Quarles, you have spoken a couple of times this morning about the necessity that you see for linkages between education and jobs, and the work place. In your judgment, are employers good teachers, and is the environment of the work place conducive to education?

Mr. **Quarles**. I think that it is conducive to supporting education. I think youngsters learn probably as much outside of the schools as they learn in the schools. In the formal sense, we teach them to read and write, and we give them historic information, but unless that becomes real to the person, it is almost like "Sure, I learned Shakespeare, but back in those days, what do I know about that?"

If the youngsters are able to experience on-the-job-training, and I think "work experience" is a better term, I think they are better able to connect the two. They need to talk to express themselves. They need to know how to add, subtract and multiply. They need to know how to communicate through writing. Our recent evaluation has shown that the youngsters have improved in these areas as a result of being out in that world.

I think most of us teach by merely talking to each other. We learn something from someone. Is the work world the best place to teach, I don't think so. I think there needs to be a combination of the work world and there needs to be a combination of the school world, and the legislation as designed is for that transition from school to work. So I think there is need for both.

We found, as I mentioned earlier, that we have developed a training plan with employers, and the training plans really says that these are the kinds of experiences that we want our youngsters to have. If it is in an office unit, we want them to have the experience of, maybe, typing, the switchboard, drafting letters, working with a word processor, duplicating, all the kinds of things that show the students the relationship between what they learn in school and what occurs out there. So they really are learning, and are getting the experience, and they are working.

Mr. **Williams**. You are working with five skill centers, and you have 75 percent placement rate.

Mr. **Quarles**. That is right.

Mr. **Williams**. What is the completion rate? For every 10 students that walk in the door of those skill centers, how many complete the program that is prescribed for them when they walk in?

What percentage?

Mr. **Quarles**. We are doing very well at that also. I would say that it ranges about 15 percent, and it may go as high as 20 percent. But 15 percent is the average.

Mr. **Williams**. Fifteen percent are completing?

Mr. **Quarles**. Fifteen percent do not complete. We have an 85 percent completion rate. We have an employment department in our department of human resources in New York City, and they built into our contract a clause that says that we are going to be judged based upon the number of positive terminations, which means that at 100 percent, if you drop back to 60 percent positive terminations, you might have to give them back some of the money. So we really have worked hard.

Let me qualify that. We do have a span of time where we may lose people because they never even show up, or they come to take a look, and they don't like us, so they leave.

Mr. **Williams**. You don't count the first week, or the first 10 days?

Mr. **Quarles**. The first week, because that is like a shakedown period, but after that, we don't lose more than 15 percent.

Mr. **Williams**. Let us say, out of every 10 that come in, eight complete, approximately. Then of those eight, six or seven hold a job.

Mr. **Quarles**. That is right.

Mr. **Williams**. So of the 10 that come in, perhaps only six will end up holding a job.

Mr. **Quarles**. Yes.

Mr. **Williams**. Sixty percent success rate. From seven days after they walk the door, 60 to 70 percent hold a job. What is the cost for those seven out of 10 students; what is the cost per student?

Mr. **Quarles**. When you say, cost per student, you have to remember that we are talking about a student who is earning a stipend.

Mr. **Williams**. I am talking about you taking the total cost and dividing it.

Mr. **Quarles**. You are talking about the total cost of education.

Mr. **Williams**. The total cost?

Mr. **Quarles**. The total cost would be about $4,500.

Mr. **Williams**. The $4,500 includes the three out of 10 that do not make it?

Mr. **Quarles**. That is right.

Mr. **Williams**. If that excluded them, you would be around $6,000 to $7,000 a piece.

Mr. **Quarles**. I think that you are thinking of it the opposite way. In other words, we receive a certain amount of money. We lose, maybe, 15 percent. When we calculate our placement, it is calculated against the total sum. So it would back away from that.

When I say, $4,500, that includes those who have dropped out. It includes them.

Mr. **Williams**. It includes them. If it were the other way, then you would be way up.

Mr. **Quarles**. That includes them, and we would be way down if we did not include them. We would be down around $3,500 if we did not include them.

Mr. **Williams**. One more question, Mr. Chairman.

Mr. Quarles, you also spoke and I think your words were "educating toward jobs, or educating the total person." Let me make the statement, and then I would appreciate your response to it.

It seems to me that in the last couple of decades in this country, we have begun to double-tier our educational tier system to do exactly what you stated. One tier educates toward jobs, and the other tier educates toward the total person. Some people refer to that as "this guy becomes a carpenter, and this one can read Shakespeare."

I am wondering if our Shakespearean scholars ought not to know carpentry, and our carpenters ought not to be able to read poems and enjoy them. I would like your response.

Mr. **Quarles**. If I made the statement, as you presented it to me, then I would like to correct the record because I think in education we need to educate all of our youth and adults to live and work in this society. To me that means, we have to educate them in the hands, in the head and in the heart.

It means that the plumber needs to know how to read Shakespeare, and needs to appreciate art as well as lawyers and doctors, and all of us. A portion of my role in career education in New York City is to expose all youngsters to a wide variety of experiences, so that they can decide what it is they want to do and to be, and then to hopefully prepare them by giving them the kinds of experiences we have been talking about today through the youth employment and training program, or whatever, so that they can get to where they want to be.

We have programs with lawyers in the classroom. The lawyers come in and they hold a mock trial. The youngsters of many different persuasions will be involved with that. We may have people in there who are thinking about law enforcement, and yet they need to know about the law of our land, and how we are governed. I think all youngsters need to know that.

I think they need to know how to vote, and they need to know what our representatives are thinking about here. To me that is part of education, and it is essential for all of us. So if I gave the impression that I would like to separate out those who are going to be the intelligensia and those who are going to work, I beg your pardon, sir.

Mr. **Williams**. I did not mean to infer, Mr. Quarles, that that was your education theory, but you had mentioned it in referring to another matter.

Mr. **Quarles**. It does exist, and I know it. I would like to see us getting rid of that in our educational system.

Mr. **Williams**. I want to end my questioning, Mr. Chairman, by commending Mr. Quarles for the very important work that he has embarked upon. I thank you.

Mr. **Hawkins**. Mr. Erdahl?

Mr. **Erdahl**. Thank you, Mr. Chairman. I have no questions, and I regret that I came in a bit late because of another commitment, but I would echo the comments of Mr. Williams, especially in regard to the final question. I think you very perceptively touched on the way that we educate people to be productive and happy human beings, and not to be aiming at any specific vocation. I appreciate being able to hear those comments.

Thank you, Mr. Chairman.

Mr. **Hawkins**. Mr. Weiss?

Mr. **Weiss**. Thank you very much, Mr. Chairman.

I, too, want to express my apology for not having been here at the beginning of Mr. Quarles' presentation. As you know, we have a triple conflict this morning of subcommittee meetings.

I want to express my appreciation to Mr. Quarles, both on his testimony and the tremendous leadership which he has Demonstrated in New York City, and really for the Nation, in the coordination of educational systems, manpower and training programs. The New York City system has demonstrated, under his leadership, that, in fact, we can do it. He has done a tremendous job.

I really have only one question, and perhaps it has been answered. But do you have any way of knowing or is there any possibility of quantifying the number of young people who seem to have stayed in school, who otherwise would have left school?

Mr. QUARLES. As a result of the program?

Mr. WEISS. Yes.

Mr. QUARLES. I do have a program director here, and perhaps he could tell us that.

Mr. Michael Racconi, would you come forward, please?

He is our project director of the youth employment and training program, and perhaps he can give us that information.

Mr. RACCONI. When the program first started, and selection was in process, basically those youngsters were screened on the basis that these were not the youngsters who were not going to eagerly seek out the various kinds of programs. These are youngsters who have had historical or traditional truancy, and they were basically the population that we dealt with.

The profiles which Mr. Quarles has submitted with his testimony I think just highlight the kinds of youngsters that we have had involved in the program. Basically, the program is designed to turn-around a youngster who has not demonstrated a certain discipline while in school. It does not say anything about the youngster's ability, however. The program is intended to help the youngsters believe in themselves, build their self-confidence.

Our staying power, I would say, would be about 30 percent of the population would not have completed, or at least would be on the streets right now.

Mr. WEISS. Thank you very much.

Mr. HAWKINS. Thank you, Mr. Quarles, for your presentation. I repeat again, if you wish to confer with the staff legislative assistant, Mr. Juntila, who is seated just to my left, after the hearing, he will be very glad to assist in the clarifications that were mentioned.

Thank you very much.

The next witness is Mr. Bill Knaak, superintendent of District 916, White Bear Lake, Minn.

Mr. Knaak, we welcome you before the committee. Your written statement will be printed in the record in its entirety at this point. We would appreciate your summarizing the highlights of the statement as you so desire.

[The prepared statement of Mr. Knaak follows:]

A PRESENTATION TO: THE HONORABLE CARL D. PERKINS, CHAIRMAN, ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION, AND THE HONORABLE AUGUSTUS F. HAWKINS, CHAIRMAN, EMPLOYMENT OPPORTUNITIES, AND, MEMBERS OF THE COMMITTEE

FROM: W. C. KNAAK, SUPERINTENDENT
SPECIAL INTERMEDIATE SCHOOL DISTRICT NO. 916

SUBJECT: PROBLEMS OF UNEMPLOYED YOUTH AND THEIR RELATIONSHIP TO LEGISLATION

Mr. Chairman, and members of the Committee, it is my intent in these remarks to focus on three broad topics:

(1) What are the problems of working with unemployed youth?

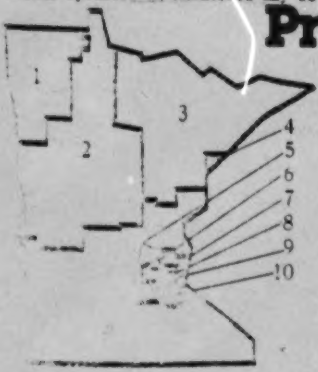
(2) What are thé problems in working with programs generated from the Comprehensive Employment and Training Act (CETA)?

(3) What changes in the law (if any), are needed to facilitate working with the problems of Nos. 1 and 2?

However, I would like to briefly establish our credentials and experience in dealing with the kind of problems that we are talking about here today.

Special Intermediate School District 916 is a special purpose district for providing vocational education, secondary, post-secondary, and adult part-time as well as programming for certain special education programs for our nine component districts in the north and east metropolitan area of St. Paul-Minneapolis, Minnesota. Our district encompasses fifty (50) smaller municipalities, and in various ways we have dealt with eight (8) of the ten (1) CETA prime sponsors authorized in the State of Minnesota.

Prime sponsors in Minnesota may be described as follows:



Prime Sponsors

1. Balance of State
2. Rural Minnesota Concentrated Employment Program, Inc.
3. Region III Comprehensive Employment and Training Consortium
4. City of Duluth
5. Quad Counties Consortium
6. Hennepin County
7. Ramsey County
8. City of St. Paul
9. City of Minneapolis
10. Dakota County

Our district is relatively new, having its start in the early 1970's and we were able to respond to some concerns at that time about Minnesota vocational education. Some of the concerns of the State Board of Education were:

(1) They wanted more access for handicapped, disadvantaged, minorities, and students with low academic ability.

(2) They wanted more opportunities for secondary students.

The Intermediate District 916 Board "echoed" these concerns and expanded on them in their broad goals. They wanted a system that would:

(1) Not require post-secondary students to repeat skill and knowledge acquired in high school or elsewhere.

(2) Permit Viet Nam veterans (and others) prompt access to programs so they would not have to wait for a new "class" to start.

(3) Provide for vocational training for high school age students and facilitate secondary-post secondary-adult mix.

(4) Facilitate training of the handicapped and disadvantaged.

(5) Optimize building cost efficiency (i.e. keep classes filled on extended days and year around).

(6) Utilize the latest workable instructional technology of today and look to the future.

(7) Be accountable. Train graduates who could be placed in jobs at reasonable cost.

The philosophical concerns, programming, and commitment has resulted in a diverse student body.

Although students enrolled at 916 vary from month to month, the following is a typical "picture" of attendance at a given time:

1790	Post secondary vocational-technical students in current attendance includi
139	DVR (Division of Vocational Rehabilitation) clients
140	CETA (Comprehensive Employment & Training Act) clients
61	BIA, WIN, SSB, Tuition waiver, Disabled VA & Welfare clients

47 SERVE Evaluation process clients

107 Handicapped who are not supported by agencies enrolled in regular programs--receiving supplementary resource instruction

18 From Minnesota State Prison, released daily to attend at 916 AVTI

120 Attending 916 AVTI programs inside Minnesota State Prison

25 From Jamestown Residential Facility for chemically dependent youth

4 From Ramsey County Workhouse

(47% of post-secondary student body is female, 53% male)

1100 Shared-time high school students, who attend 2 hours daily in three shifts bussed from 14 senior high schools

3000 On-going membership in adult part-time and extension vocational technical training; with 10,000 annual enrollments. Part-time enrollment includes about 90 who attend regular full time programs on a less than full-time basis

400 Trainable mentally retarded students pre-school through adult in operational and contracted programs

Also attending:

20-100 Iranian, Saudi Arabian and Southeast Asia nationals

District 916 has become well-recognized nationally and internationally for the following proven educational management and instruction procedures:

(1) Competency-based, personalized, computer managed instruction.

(2) Open entry, open access, open exit for students.

(3) Year-around day and evening full-time and part-time programs.

(4) Complete integration of handicapped and disadvantaged into regular instructional programs (with support services. Typically more than 30% of graduates have needed special support services).

(5) Effective training of incarcerated (lowered recedivism).

(6) High placement rate of post-secondary graduates (97% last year).

(7) Curriculum articulation between secondary, post-secondary and adult voca-

tional programs.

(8) Effective use of facilities (3,200 different people utilize 1,400 training stations daily).

(9) Time-variable learning system (Early completion reduces cost-per-graduate. Time variability for learning accelerates faster learning students, and also enables completion by a broader base of school population).

(10) Human relations (916 AVTI mixes a broad cross-section of adult population with students from fourteen (14) senior high schools daily. At a time when violence and vandalism in schools is a national scandal, at 916 AVTI it is virtually nil).

(11) Community and industry input (56 program advisory committees which meet four (4) times annually and make substantive, continuing changes to keep the curriculum updated). Most instructional programs include a paid internship period.

(12) Continuing experimentation with innovative educational practices such as computer assisted instruction and cognitive style mapping.

(13) Expertise, leadership and experience in developing and using individualized education programs (IEP's) for special education students.

The 916 AVTI curriculum essentially consists of:

56	Training programs
5,800	Job tasks defined
5,800	Terminal performance objectives written
23,000	Learning Objectives written
5,800	Learning guides developed including personalized print and audio-visual learning materials; doing and knowing criterion tests.
	Many variations of learning materials and resources to meet individual learning needs.

The modular-based programming enables us to select and reorganize modules to meet training needs unique to CETA programs. For example, we have recently identified eleven (11) programs in our Technical Laboratories Department where limited objective (six month) training can be provided for CETA students. These are modules selected from within a more broadly based program, which will enable completers to obtain good jobs. These include: Electro-Hydraulics/Pneumatic Technician, Vending Machine Route Technician, Heating Plant Operator, Upholstery Sewer Technician, Bio-Medical Equipment Safety Technician, Detailer, Typewriter Repair Technician, Machine Shop Operator, Mobile Home Repair Technician, Precision Measurement Technician, Television Repair Technician, and Truck Driver.

Several young people who were employed in CETA-sponsored training positions have qualified for regular jobs in the 916 system such as PLATO programmer, and related training instruction.

In addition to working directly with CETA prime sponsors in the development of training programs, District 916 has cooperated with our component elementary, secondary schools in setting up specific programs for out-of-school secondary age youth.

In recent years, Minnesota and particularly the Twin City metropolitan area has been a relatively high employment area with overall unemployment between 3.3 and 4.5%. Hard data on the youth portion of the unemployment is not available but concensus among knowledgeable people in Employment Security is that it is typically 2-4 times greater.

With this background as a reference, I would like to respond to the three (3) general categories that I identified in my introduction:

(1) What are the problems of working with unemployed youth?

(A) There is a high incidence of family problems among this population and family problems quite often affect youth and their ability to succeed in an employment situation. In-family communication skills are often poor or non-existent, and communication inability is carried into education and working situations.

(B) There is a high incidence of school dropouts in this population. The significance of this is that many of these individuals are "turned off" to educational settings. Some CETA legislation appropriately requires that jobs for CETA youth be coupled with training so that the individual becomes more qualified for future employment. This is a desired objective but sometimes produces a paradox as a result of youth interest in receiving a paycheck and a lack of interest in participating in an educational experience. A corollary problem is that the educational experience is too often a repeat of previous educational efforts in which the young people have failed repeatedly. There is a need for more resources and effort in providing learning experiences which more nearly meet the preferred learning styles of youth who cannot learn from the traditional "lesson giving" approach.

(C) There is a high incidence of learning disabled and reading deficient individuals in this population. This compounds the potential of their encountering difficulties in the educational component of a CETA program as well as their ability to comprehend necessary job skills and learn jobs in an OJT setting.

(D) Behavior problems are also common. This relates to previous difficulties within the home, with the school, and is often followed by a lack of acceptance of authority in a job situation.

(E) Use of mood altering chemicals and chemical dependency is quite common among unemployed youth.

(F) Transportation is also a major problem with this population. Although jobs may be located for the individuals, coordinating transportation to insure that the youth can and will get to work is a significant problem. This is particularly true in rural and suburban areas. It is compounded by the need to report (in some cases) two (2) different training and job sites. Many CETA clients and potential clients are located in areas that are of such low density population that public transportation is inadequate for the need.

(2) What (if any) are problems with CETA?

(A) With regard to eligibility criteria, there are a substantial number of youth who are not served because the overall family income situation does not meet the poverty criteria. They are the "working poor". We face the same problem with the federal and state basic educational opportunity grants and loans in that family affluence is one of the considered criteria. There is an understandable justification for this in that it is expected that families of certain financial means should support their children either in further education or training or in living expenses at home. Unfortunately, but increasingly in the wake of inflation, there are many families who meet the financial paper qualifications for ability to support their children in training, but who reject any responsibility for doing so. Thus, young adults who may be as well or better qualified than other counterparts for CETA training and jobs, remain unemployed because of a situation beyond their control.

A third grade teacher would not think of giving a Friday afternoon party for half of her class. Yet at 916 AVTI we have students who are working and struggling to pay tuition and support themselves because both of their parents are working and struggling to put together minimal family income which puts them just about the poverty level. Yet these students are attending side by side with other CETA-sponsored students who they consider to be at least as well off as their family. The "not invited to the party" syndrome creates some real negative feelings and sometimes causes dropouts. The following illustrates the ascending number of drops for economic reasons between 1978 and 1979:

(SEE NEXT PAGE)

916 AVTI
DROPS FOR ECONOMIC REASONS

	1977-78	1978-79	Percent Increase
December	8	27	238%
January	36	48	33%
February	37	27	(27%)
March	20	39	95%
April	31	46	48%
TOTAL	132	187	42%

(B) Linkage with local education agencies has been appropriately stressed in more recent CETA legislation. Keeping up with all of the new CETA laws and accompanying rules and regulations, and the development of responses to CETA RFP's on the part of the local education agency representative is very time consuming. The effort represents dollars as well as time. This comes at a time when demands for public accountability and "hold-even" or reducing public budgets is a common experience. These activities must be carried on by existing LEA staff as an add-on responsibility to other full employment duties. There is also a fear that if time and care is not given, legal mistakes will be made resulting in liability. Thus, it is difficult to obtain affirmative LEA administrative action to take advantage of the linkage opportunities being sought by the legislation.

(C) Coupled with the limited LEA staff, requests for proposals are quite typically distributed with a rather brief response time required. This makes it difficult for a LEA to thoroughly research and develop a proposal and to seek proper authorization from all levels within the organization prior to a given RFP deadline. It is somewhat easier for a private institution on an entrepreneurial basis to staff up to deal with CETA proposals that it is for a public institution. An institution like 916 AVTI is organized to provide sustained vocational programs and support services. It is a real strain to deal with the episodic nature of CETA RFP's in the provision of continuing human services.

(D) Each series of amendments to CETA seems to increase the amount of paperwork and red tape. Public LEA's that are regularly audited by public auditors are typically subjected to the same type of fiscal scrutiny and assurances as the private agencies. All of this entails additional local costs and staff time pulled from other necessary work, increasing the hesitancy of some LEA's to become involved with CETA programs at all. In the coordination attempts there is little recognizable recognition for the amount of add-on effort needed by the LEA to deal with this situation.

(E) Where prime sponsors slot-in students in regular mainstream programs (the majority of our CETA students at 916 AVTI), all training and support services are being purchased at $2 per day, or about $120 for six (6) months. State and local program and support funds add about $1,580 to that figure. In addition, students get the benefit of the multi-million dollar design-development effort in individualized curriculum. It is a real "buy" from CETA funds, but it does draw an inordinate amount of support services away from mainstream students.

(F) Support services sometimes get duplicated. At 916 AVTI we have a very fine pre-admissions counseling and assessment center. Yet, on several occasions when we have had a student accepted into training in a program of his/her choice, that student was re-referred to another program in another institution by CETA counseling services. CETA counselors seem to be sensitized to the idea they are "not a funding agency" for a school, and tend to insist on the prerogative of their being the "total" training placement agency. Conversely, CETA counselors sometimes feel that institutional admissions staff encourage staff too much into programs with vacancies, when their first choice is filled.

(3) What changes are needed in the law to improve problems identified in Questions 1 and 2?

(A) I am reminded of a friend of mine who is a biologist in the State Conservation Department. When I was commuting with him to a job a few years back, he would regularly complain about fishing enthusiasts who would readily spend $200 for a fishing weekend, but complained bitterly if the annual license were raised from $3 to $4 so the Conservation Department could "put more fish in the lake".

There is a need in my opinion, to "put more fish in the lake", the fish being the quality and variety of education and training programs in public and private facilities and in industry programs as well. In the relative newness of the comprehensive approach of CETA, and the episodic approach to solving human problems, quality assurance in training programs has been somewhat neglected. Specific resources and continuity for the development of quality programs has not been a priority. I am not referring to the type of quality assurance that demands that x number of students graduate in x number of months with certain minimum skills. This tends to require raising the entry level of students acceptable for the program, and to precipitate more dropouts. I am referring to a mastery learning approach which will assure that most students enrolled do indeed meet the specified competency level required in the program and learn something about "how to learn" in the process. I am referring to institutionalizing the kinds of methodology for the solving of youth unemployment problems that we know from experience will work.

Some of the characteristics of successful programs are:

1. Humanistic instructor
    - a. Conveys attitude of positive regard for all students; "I'm O.K. - You're O.K."
    - b. An unquestionable willingness to help all students.
    - c. Good interpersonal communications skills essential.
    - d. Contributes to the improvement of self confidence among all students.
2. Mainstream education
    - a. The greatest disadvantage that can be assigned to a student in an educational setting is being labeled "disadvantaged".
    - b. Positive peer models rather than negative peer models.
    - c. No stigma, all equals, all have equal access to successful completion of program.
3. Personalized instruction
    - a. Allows for individual student differences in rate of learning as well as preferred learning style. Research indicates that even though a student may take longer to learn, they will retain as well as a faster-learning student.
    - b. Variable length of time in program.
    - c. Continuous start-up, facilitates enrolling students when students are physically and psychologically "ready".
    - d. "Rub-off" learning from classmates.
    - e. Requires a great deal of time, money and effort to develop student materials.
4. Competency based vocational education
    - a. Open entry, advancement for prior learning.

   - b. Open exit, when ready for employment.
   - c. Graduates leave with a transcript of tasks mastered to provide to prospective employers.
   - d. Consistent mastery levels, with criterion rather than "norm" testing. Students build on success rather than failure. Peer assistance is encouraged.
   - e. Promotes articulation between educational levels.

5. Support services
   - a. Supplementary resource instructor
      1. Student advocate
      2. Tutoring
      3. Oral exams
      4. Curriculum modification and readability analysis
      5. Outside agency referral as needed
      6. Stimulates student forethought planning
      7. Facilitates parent staffings
      8. Facilitates alternative forms of instruction
      9. Absenteeism follow-up
      10. Placement assistance
      11. Provides coping counseling to students as well as instructors
   - b. Counseling
      1. Career guidance
      2. Crisis intervention
      3. Chemical dependency counseling, referral, and support groups (Student A.A. group, etc.)
   - c. Financial assistance, crisis and long term
6. Cognitive style mapping
   - a. Assessment of preferred learning style

   b. Prescriptions written
   c. SRI facilitates prescription implementation
7. Ability and interest assessment
   a. Psychometric assessment instruments
   b. Work and training samples
   c. Necessity of placing students in most appropriate program where chances of success will be greatest both as a learner and as a future employee.
8. Instructor inservice
   a. Understanding the nature of disadvantaged, unskilled, and unemployed students.
   b. Structure instructor recognition to provide reinforcement for instructor willingness to accept and work with disadvantaged students.
   c. Development of coping skills.
   d. Exchange of successful ideas and practices.
   e. Special skills involved in personalized competency based program.
9. Instructional advisory committee
   a. Bridge the school to industry gap
   b. Keeps program content current
   c. Facilitates placement of graduates
10. Job seeking and job keeping skills training
    a. Newly acquired occupational skills are meaningless if graduates are unable to secure a job due to the manner in which they go about job hunting.
    b. Inability to retain a job often relates to poor interpersonal communication skills.
11. Computer assisted instruction to improve basic skills rapidly.

12. Placement and follow-up
    - a. Instructor role
    - b. Industrial Advisory Committee role
    - c. Goal of satisfied graduates and satisfied employers
    - d. Early leavers with saleable skills should not penalize the system as "dropouts".
13. Program evaluation
    - a. Annual review of overall effectiveness
        1. Placement rate
        2. Demand for training
        3. Demand for trained employees
        4. Learning materials assessment

(B) Regarding eligibility criteria, perhaps a new definition of emancipated youth should be considered in situations in which parents flatly refused to provide needed support. In satisfying our human desire to hold parents accountable, we are bypassing a large body of needy unemployed youth.

(C) Longer term associations between local education agencies and prime sponsors should be encouraged with special funding. Hopefully, this would allow continuing specific funding for CETA liaison employees who would be located in the local education agencies and would enable those LEA's to provide a more timely and higher quality response to Requests for Proposals. It should also include recognition that the costs of training dissident youth is greater than can be funded with average local and state contributions. Federal expenditure on a regular continuing basis is needed. Commitment, good will and cooperation can extend only so far as we do have to maintain funding for the other 75% of the population needing training. Even with add-ons for special services, AVTI requirements for federal funding for CETA clients will be much lower than alternatives, and we can keep the successful components in place.

(D) The law (or regulations) should identify all the steps between Congress and the local prime sponsor and establish an appropriate length of time for new authorizations and regulations to be processed at each point of the way. Thus, the local prime sponsor and the LEA would not have to suffer the consequences of delays along the route when it relates to submitting RFP's within the deadline established from the top office. It seems that adequate turn-around time on RFP'S may be adequate in the authorization made from the top federal office but as the paperwork proceeds down to the local prime sponsor level, delays at each step along the way leave the local prime sponsor and LEA scrambling to meet the time deadlines.

(E) Funding should be explored for the development of innovative ways to handle the very difficult transportation problem. This is a pervasive problem, and is tied in with other difficult social problems such as cost effective public transportation, and the use of energy. Probably some kind of combined approach would be most effective.

STATEMENT OF BILL KNAAK, SUPERINTENDENT, SPECIAL INTERMEDIATE SCHOOL DISTRICT 916, WHITE BEAR LAKE, MINN.

Mr. KNAAK. Thank you, Mr. Chairman and members of the joint committee.

I would like to say that I appreciate the opportunity to testify here today, and I also bring warm, personal greetings from Gov. Al Quie, who was a long-time Member of the Congress.

I hope that you may have had some opportunity to look over the presentation which was provided. It is the one that has the map on the bottom of the front page with the prime sponsors in the State of Minnesota. In my summary of remarks, I may reference some pages, so if you could have that handy, it would be helpful to you.

As I indicated in my preliminary remarks, I am going to focus briefly on three particular topics. First of all, what are the problems of working with unemployed youth? Second, what are the problems in working with programs generated from the Comprehensive Employment and Training Act—CETA? Third, what changes in the laws might be appropriate to get at the problems of one and two.

My preliminary remarks indicate the point of reference from which I am speaking as far as Intermediate School District 916 is concerned. I do represent a vocational education institution that is secondary, post-secondary and adult part-time and articulated across those three levels. So, we don't have the articulation problems which some institutions might find to be a problem.

We have an institutional commitment from our beginning to work with the handicapped and disadvantaged, but integrated into a so-called normal students. To do that, of course, we must maintain also a population of normal students because, if we do not, we lose the integration facet.

In describing the kind of student population with whom we have been accustomed to working, I would refer you to the bottom of page 2 of the presentation and the top of page 3.

In the postsecondary area, and this post secondary is all out-of-school youth, and would include dropouts as well as those that are: Out of high school, we are regularly working with 139 from the Division of Vocational Rehabilitation;

Approximately 140 from CETA, and in this instance the students are slotted, which is not true in all States, but they are slotted into regular programs with support services;

Then, we also deal with the Bureau of Indian Affairs, with the disabled veterans, and many other types of handicapped and disadvantaged that are identified there.

With the exception of the 120 that are attending our 916 programs within the Minnesota State Prison at Still Water, all of the handicapped and disadvantaged that you see are functioning as slot-ins in regular programs, including the 18 or so who come out every day from the Minnesota prison farm on a day-release basis. This is only possible, I might say, because of the unique instructional system which we operate. I am not saying that we have solved all the problems, but it is working very well.

Then we have 1,100 shared-time high school students, who attend 2 hours every daily in three shifts. They are bused in from 14 senior high schools. They have the full range of varying problems and disabilities as well, and they are not separated out.

We have 3,000 on-going membership in adult part time and extension vocational technical training, with about 10,000 annual enrollments in that.

Also, in the Intermediate School District 916, we deal with special educational components, such as the school for mentally retarded preschool students and some other kinds of populations.

I have identified a number of educational and instructional procedures for which 916 has become known. I am not going to read through all of those because I have touched on some of those already, but I would just comment that it is an open-entry, open-access program. It is confidence based, personalized, and it is self-paced within limits.

I would also call your attention to item 10 on page 4, which refers to human relations. We maintain a broad cross section of population, and at a time when violence and vandalism in schools is something of a national scandal, at 916 AVTI it is virtually nil, and that is the testimony of many, many people who visit 916 AVTI. I am not going to try to explain that at this particular time, but I think it is one facet of the program that deserves some attention.

Mr. HAWKINS. How do you explain that, Mr. Knaak?

Mr. **Knaak**. Do you want the answer right now?

Mr. **Hawkins**. Yes.

Mr. **Knaak**. Mr. Chairman, we don't have any research evidence to explain this. From an informal observation and discussions with the staff, students, and so on, I believe that it is the nature of the self-based, competency-based programs, and the relief from some of the pressures that go with a competitive type of system in which handicapped and disadvantaged people are placed in situations where they have regularly failed in the past. If they are placed in that situation again, they will tend to strike out both against property and against humans.

Some of the research that is being done in the National Institute of Education tends to bear that out. There may be different things involved with the reasons for committing property damage and personal damage, but they relate to feelings developing in students because of their inability to function in the system.

The nature of this instructional system, where students compete by learning the competencies that they are there to learn, rather than competing against somebody else for grades, that hostile aspect tends to disappear. It is a judgmental thing, and we do not have hard evidence on that at this time.

I am mentioning these kinds of things to indicate that we are experienced in working with a broad range of handicapped, physically and mentally disadvantaged.

Our minority population would be less than in many cities because we don't have a large minority population. We have, typically, 6 to 10 minority, whereas in our particular school district it would be less than 1 percent. So we do have a considerable influx from the Minneapolis-St. Paul area.

In discussing with you the problem of the unemployed, and in discussing the problems of working with labor and the CETA structure, I am coming from a point of view that we do this now, and we are working with them. So we are talking about a refinement of the process as compared to complaining, perhaps, about the inability to work with them.

The second question: What are the problems of working with unemployed youth? I think that is pretty common across the country, at least I share many of the same kinds of things that Mr. Quarles has indicated. I am not going to go through them, but there is a high incidence of family problems among that population, and those family problems tend to carry forward into the work situation.

There is no communication process. Those families tend not to talk to each other very much, and the youth in those families tend not to learn communication skills. The youth in those families tend to be more interested in employment than they are in the educational component of that, and I suggest that one of the reasons that is true is because too often the educational component has been a rehash of what has not worked well with them in the past. I suggest that new approaches to the educational component are necessitated.

There is also a very high incidence of learning disabled in that area. Behavior problems are common. Of course, use of mood altering chemicals and chemical dependency is also a problem.

In our area we have another problem, though, and it is rather pervasive, and that is a transportation problem, both transportation to jobs and to training centers. Our population is comparatively low-density, and as far as public transportation is concerned, we do have a continuing problem of getting students to training and to job sites.

Now, some of the problems in working with the CETA structure, and the laws. I would again reemphasize Mr. Quarles' statement that that eligibility act gets kind of important.

Students attend 916 who are struggling to pay tuition themselves because they are not getting home support, and they are attending beside their neighbors who are attending on a, so to speak, full rights from CETA. They are getting their stipends as well as getting their tuition paid. They look at their family situation, and they don't see themselves as being different from these other students.

I am aware of the part of the law which says that the prime sponsor has the right to make some exceptions. In out situation, typically prime sponsors do not like to get involved with that because as soon as they start doing that, they feel that it will open a floodgate. They try to retain the guidelines that have been laid down.

In Minnesota, if a family of four has a family income of $6,700, the youth in that situation, by and large, have difficulty participating in the CETA programs. In Minnesota, $6,700, with the cost of eating, energy, and so on, is not a very large income.

So we have a fairly large body of young people whose parents are either unwilling or unable to support them in post-secondary vocational education, or if they are just out of school, just support them in some way, because we have problems with other funding sources. They all have requirements which are exempting a fair number of students from the training that they need.

I use the reference that it is kind of like not being invited to a party, because they see it that way. They don't see the students that are struggling to either get in school, or cannot get in because they don't get this assistance, and so on. They are looking at others, and saying: "Those families all look the same to us. In some way, there is an injustice going on here."

I recognize that families' circumstances can be different than appear to be, but students do not always perceive it that way. If you will look at page 8, I show a comparative graph of 5 months in fiscal 1977-78 as compared to a similar time in 1978-79, and for a number of reasons, including increasing tuition costs and also the problem we had with increasing costs on the economy, our drop rate economically is increasing even though additional programs are being provided for the extremely disadvantaged and those with very low income. But that is excluding a substantial body of students that are unemployed and need the training.

Linkage with local education agencies and CETA has been addressed in recent legislation, and I think appropriately. We have tried to do this and have succeeded, to some degree. There is a certain amount of duplication that could occur, sometimes. I have indicated one instance in there.

There is some duplication of services because we may already have done a rather thorough counseling on the student, and if it appears to us that they are qualified for CETA in this instance, and we send them there, they have to go through the ame system again.

We do, in fact, try to maintain people on the advisory council, and as I have indicated, we deal with eight of the 10 prime sponsors in Minnesota, and we maintain advisors with four of those. We have to try to seek out one of our employees who is a resident of the prime sponsor area because they like to have their prime sponsors be residents. We like to maintain that contact.

Briefly, the suggestions that I am going to make, insofar as change is concerned, I have outlined them in more detail in my statement. I am suggesting that we now know some of the things that work in working with unemployed youth, disadvantaged, and so on. I have outlined those on pages 11 and 12 of the document that you have:

Humanistic instructor training; mainstream education, as we do within our vocational setting; personalized education with variable length of time in program; and competency based instruction to get away from some of the competitive aspects which tend to turnoff the disadvantaged.

Instructional support services, and the question was raised a while ago, where does the set-aside fit into this. We do receive some set-aside funding for the support services, such as the supplementary resource instructor, and identify some of the counseling services. We do receive some additional support for that.

We have identified a number of things that go into a place, and I have used the expression in there that we need to provide money to put fish in the lake, according to the description that I have. We need to have in place those kind of services and they do not lend themselves to be put in place on kind of an ad hoc basis, whenever an RFP comes out. I would hope the legislation would address either vocational funding, or elsewhere the matter of funds to provide the basic kind of things which are proving effective in working with the unemployed and the disadvantaged.

We would like some changes in the eligiblity criteria, and perhaps a new definition of emancipated youth might be considered. We would like longer term associations between local education agencies and prime sponsors. We would like longer term RFP's under which we function, and we would like to look at some more practical ways of funding transportation, at least to the point where the students have a good paying job, and they can afford to provide their own transportation.

Mr. Chairman, that is an overall summary of my remarks, and I will be glad to respond to any questions that you might have.

Mr. HAWKINS. Thank you for a very fine presentation.

Mr. Weiss?

Mr. WEISS. I have no questions.

Mr. HAWKINS. Mr. Goodling?

Mr. GOODLING. Thank you, Mr. Chairman. I just have one question.

In the most recent legislation, there was a 22-percent set-aside and that was supposed to bring about, as I remember, some cooperation and coordination in the youth employment program between CETA and vocational education.

What has been your experience, and what was your experience before that?

Mr. **KNAAK**. Mr. Chairman, Mr. Goodling, in my printed remarks, I have also referenced the matter of the short time that we get to respond to RFP's which is another problem that is difficult to deal with, and our staffing problems in trying to maintain staffing within the structure that we have and that our local taxpayers in the states are willing to function.

The efforts to further encourage this kind of cooperation has resulted essentially in more issuance of RFP's to which we can respond. But it gets to be a matter of who is the coordinator and who is the coordinatee, and we have a difficult time coming with the resources to fully respond to the intent that is in there. Frankly, we would like to do more of it, but the time pressures associated with the RFP's are difficult to deal with.

Mr. **HAWKINS**. Thank you, Mr. Knaak. I would like to mention that because today we are introducing the jobs part of the administration's welfare program, I must absent myself. This is the reason that I am not asking you the questions which I would like to ask at this time. I say this by way of explanation.

Mr. Weiss is going to fill in for the Chair temporarily, and the Chair will be returning soon.

Again, Mr. Knaak, I wish to thank you for your presentation, and to ask the next witness to make himself available.

Thank you.

Mr. Weiss, would you assume the chair, please?

Mr. **WEISS**. If you would introduce yourself, for the record?

We have a copy of your written testimony, and without objection, it will be entered in the record in full, and you may proceed as you wish to.

[The prepared statement of Dr. Walter follows:]

TESTIMONY BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION AND THE SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

June 12, 1979
9:30 a.m.

Dr. Franklin B. Walter
Superintendent of Public Instruction
Ohio

Mr. Chairman, Members of the Committee, I am Franklin B. Walter, State Superintendent of Public Instruction, State of Ohio. I am appearing before your committee to encourage the redirection of a portion of the funds now allocated to youth programs under Title IV of P.L. 95-524. Presently, these funds bypass education. By directing the funding through education to state boards of education, better coordination between various funding sources for vocational education can take place.

I am extremely pleased that the very prestigious committees chaired by Mr. Hawkins and Mr. Perkins are meeting together for oversight hearings, because such action indicates a deep commitment to the problems of youth unemployment and offers a hope for the type of legislation which will provide for long-range solutions.

The problem of youth unemployment is long-standing, and solutions to the problem will be slow and arduous. I do not believe that there will be any true solutions that do not involve the public education system. Solutions will involve changes in the educational system, but such changes must also involve financial investments.

I come from a state which has a long history of strong local control of education. Even in that climate, our State Board of Education has set standards for education in order to assure that youth in all parts of the state will be fairly treated in terms of their educational opportunities. As an example, Ohio is one of the few states that has mandated that every boy and girl in the state will have available an adequate program of vocational education. This law was passed in 1969 and, presently, 97.4 percent of the youth in the state of Ohio have an adequate program of vocational education available to them. It is our goal to complete the task for the other 2.6 percent of the youth.

In Ohio, as in other states, we are faced with the issue of taxpayers' revolt and must recognize that only about 30 percent of the households in our state now have youth enrolled in the public schools. We are facing, therefore, significant problems in maintaining even the basic educational offerings and support for expanding programs of vocational education and special education.

The educational programs in our nation are having a very difficult time fiscally, and funding for innovations or improvements even to serve the disadvantaged and handicapped, is most difficult to obtain. The majority of funds for welfare in Ohio come from the national government. The majority of the funds for the health programs in the state of Ohio come from the national government. The majority of the funds for education, however, in the state of Ohio still come from the local taxpayer, even though the largest amount of new funds allocated to any function of government in the state of Ohio for the next two years will be allocated to public education.

We are in a period of time in which people tend to look for quick solutions and are most concerned with immediate personal interests. Our nation was established, however, as a republic with the responsibility for each generation to maintain and build upon the opportunities that had been provided by the generations who have gone before. The Congress, therefore, has both the responsibility and the opportunity to establish the kind of legislation and invest the kind of funding that will protect the rights and welfare of the future generations.

Part of this challenge of social and economic changes has impacted upon the public schools and, in a sense, the public schools were drafted, not enlisted, into the effort. While some very important aid has been provided to public education through the Elementary and Secondary Education Act, vocational education legislation, and P.L. 94-142, there has not yet been a decision to invest in the public schools to promote long-term solutions to many of the social and economic problems we face, either in place of or in addition to the very massive efforts that have been made to solve the problems after they have become well-entrenched in the poverty cycle or anti-social behavior at the adult level. As an example, in fiscal year 1979, $57.375 billion was appropriated for welfare, $12.249 billion for the Comprehensive Employment and Training Act, and a total of $12.662 billion for all education funding, including elementary, secondary, adult and higher education.

The Title IV Youth Program under P.L. 95-524 authorizes a number of services important to reaching toward solutions to the youth unemployment problem. It is my belief that P.L. 95-524, as a whole, is a mixture of revenue sharing, income maintenance and training thrust. Some elements of all three of these thrusts are present in the youth program included in that act. Basically, I am proposing that the role be divided and that the public schools be assigned the training role and be provided the opportunity, responsibility and assistance to become a part of the solution to youth unemployment. Such an approach will require national leadership, categorical funding, and a long-term basis of effort with an opportunity for states to integrate such efforts into ongoing thrusts in both vocational and special education.

A recent position paper on early-school leaders, developed by the Office of Occupational Planning, focused upon the 820,000 youth between the ages of 16-24 that annually drop out of school. The paper pointed out:

> ...This substantial number of dropouts represents a real threat to society in terms of increased juvenile delinquency, criminal behavior and urban unrest.
>
> ...They represent a threat to the economic stability of the country.
>
> ...There is an inequality of opportunity based on subtle barriers, restrictive environment, irrelevant curriculum, inadequate counseling and a host of family and social economic factors.

A specific study of the intake into penal institutions in Ohio indicated that only 15 percent of the persons incarcerated had high school diplomas.

During the past 15 or 20 years of investment in social and economic change, a question has been consistently raised about the ability of public education to work effectively with the problems faced by our society. I believe there are some very fine examples of the ability of the public schools to deliver adequate services when they are given both leadership and funding from the national level in cooperation with the administration for public education within the states. In a recent article entitled "Public Confidence in Education," Dr. Ernest L. Boyer, U.S. Commissioner of Education, made the statement, "First, since coming to Washington two and a half years ago I have deepened my convictions that federal programs in support of education can make a difference." His first example of a successful effort is that of the impact of vocational education legislation enacted over sixty years ago. His reasons for selecting this example were as follows: ". . .the Vocational Act of 1917 (Smith-Hughes Act) gave money to the states to stimulate vocational education and that first state educational system program has been a phenomenal success. In 1920, the total spent on vocational education was $8.5 million--$2.4 million from the federal government and more than $6 million from state governments. In 1976, the total spent was $5.1 billion--$543 million from the federal government and $4.6 billion from state and local governments. Overall, each dollar now generates $8.48 dollars in state and local funds--and today, there are more than sixteen million secondary, postsecondary and adult vocational education students--and more than 335,000 teachers."

As a State Superintendent of Public Instruction, I know personally about the success of vocational education in Ohio and the importance of the growth and development of the federal investment in vocational education efforts. As a matter of fact, there is within the federal vocational education legislation essentially all of the legislation needed to make a significant impact upon the problem of unemployed and delinquent youth if there were sufficient funds included to serve the numbers of youth that need such services. It also has been my observation that we were able to coordinate funding allocated for vocational education under the Appalachian Regional Development Act with funds from the federal Vocational Education Act in order to assure that all young persons in the Appalachian area of Ohio have an adequate program of vocational education available to them. Presently, we are working with funding under the Appalachian Regional Commission, in cooperation with our system of vocational education in that region, to provide for an expanded career motivation, orientation and exploration effort.

Under both of these Acts, national goals are established, categorical funds are provided, and regulations are devleoped to assure that funds will be expended in accordance with the national goals. Within Ohio, we have been very successful in utilizing such funds for the welfare of both youth and adults in the state. On the other hand, we have found it virtually impossible to work with funds under the youth programs under Title IV of P.L. 95-524 on any planned basis to meet the needs of youth over the state of Ohio. A few facts about the very successful vocational program in Ohio are listed in Appendix A.

As State Superintendent of Public Instruction in Ohio, I, along with the other state superintendents in the nation, want to make a significant effort to provide long-term solutions to the problem of youth unemployment and delinquency. Within my state, with the assistance of vocational education funds, we have initiated some programs that can relate to solutions. As an example, we have over 9,000 14- and 15-year old dropout-prone youth enrolled in what we call occupational work adjustment programs (OWA) which are made possible under the national regulations of the Department of Labor under the heading, "Work Experience Career Exploration Programs." Under this program, youth at age 14 who are school disoriented, unsuccessful in education, and potential dropouts are provided opportunities for success through a type of supportive education and work effort which requires work for pay for no less than two hours a day. State and local funds are provided for the teacher coordinator, but only limited funds are available under the federal Vocational Education Act to assist with the supportive services needed in terms of work assessment, work evaluation, work adjustment, remedial education, and stipends for work for those young people who cannot be placed in private employment. Attached as Appendix B is a recent news article pointing out the success of this program in serving disoriented youth. Also attached as Appendix C is a copy of an article from a Cleveland newspaper in which there were not sufficient funds for stipends to place the young person who was killed in a robbery in a public service type of job as a part of the OWA program. With additional resources, these kinds of experiences could be expanded.

It would appear that subpart 3 of Title IV of P.L. 95-524, entitled "Youth Employment and Training Program," authorizes expenditures of the type that could be used to meet the needs of the disadvantaged and handicapped young people that we are attempting to serve. Both support services and stipends are authorized under subpart 3, but we are unable to involve the funds of this subpart on any consistent pattern to relate to the youth problems in our state, particularly for the 14- and 15-year olds. While there is a very elaborate planning system under the Comprehensive Employment and Training Act, and an educator is involved in each of the planning units, the voice of one among many has little impact upon final decisions. We have found that our efforts at the state level to have any coordinating influence are limited. Personnel administering programs at the prime sponsor level change as the fortunes of war in the political realm cause changes in public administration.

The problem of pre-delinquent youth who need separate educational services, including residential services for some, must also be addressed. With some of the funds available under the Vocational Education Act, we have initiated an experimental effort in Akron, Ohio, in which such youth are provided special services and enrolled in special types of educational offerings at two centers separate from the regular educational program. In such a center, there are no more than ten students per teacher, the educational program is adjusted to their levels of ability and interests, heavy emphasis is placed upon exploration experiences, and counseling services are provided. Teachers are selected on the basis of their ability to empathize with the young people and to affect their attitudes. The type of services that can be provided at the present time under existing vocational education funds are limited, but the successful efforts in the Akron, Ohio, center lead us to believe that there should be such a center or centers in each of our major cities.

Experience recommends that residential facilities be attached on the basis that some of the youth need to be maintained in residential facilities for a period of time in order to enable them to adjust nutritionally, physically, socially and educationally. In some of our major cities, children often have no home for a period of time and need the services of such a center. Cleveland, Ohio, has indicated its interest in working with such a residential concept for pre-delinquent youth if funds could be provided.

My review of P.L. 95-524 indicates that provisions of subpart 1 and subpart 3 of Title IV envision such types of services for young people, along with Title IV part B of the Act which is directed toward the Job Corps. Funds presently allocated for the Job Corps and for subpart 1 and subpart 3 of Part A of Title IV of P.L. 95-524 could be allotted to state boards of education for the purpose of establishing special educational centers for pre-delinquent youth, including residential centers in some of our major cities.

I do not understand why there is a need to establish a separate Job Corps when vocational education services for youth can be provided and are being provided under Vocational Education Acts. Vocational training services for dropouts and unemployed youth could be provided effectively and more economically if similar funds were allocated to the state. There are no services presently provided by the Job Corps program that cannot be provided through the public education system if the proper leadership was given to the various states from the national level through the U.S. Office of Education. In turn, leadership should be given to the cities and rural areas by the various state departments of education. At the very least, those states that are willing to accept such responsibilities should be provided with the funds, because educational services can be provided more economically and effectively through our present system of public education than through the establishment of a national system of education under the Job Corps effort. Only through a massive expansion of the Job Corps can any impact be made upon the magnitude of the problem. Such a massive expansion of the Job Corps would surely establish a second educational system within our nation.

An additional problem that needs to be addressed through the public school system is the problem of youth who reject school entirely at age 16 and who will become a part of the unemployed youth group, and perhaps delinquent youth group, unless there is a direct plan for the introduction of such youth into employment. Direct entrance of such young people into full-time employment or into the ranks of the unemployed ignores their need for a continuing basic education and for citizenship education.

An immediate effort, however, could be to re-establish the program that years ago was identified as "continuation education." Under such a program, youth would be placed full-time into work, either in private employment or in public community employment projects, envisioned under subpart 2 of Title IV of P.L. 95-524, entitled "Youth Community Conservation and Improvement Projects," with the added requirement that they return to school for eight hours per week of basic education and citizenship education on two evenings a week, on Saturday, or any other such arrangement that will enable them to participate in these important areas of education.

This same program would serve 18-21 year old youth who are dropouts or unemployed graduates. Credit toward graduation could be granted for both the in-school education and supervised work experience. To implement this effort, the system of public education would need funds for persons to place such students into private employment. Such personnel would coordinate with the state employment service or other public agency to establish youth work projects meeting the concept of public service envisioned in YCCIP which would give them experiences and skills to move to private employment. Funds would also be needed to provide for the basic education and citizenship education outside of the public school program.

The efforts described above provide a very ambitious thrust through public education pointed toward solutions to the problems of youth unemployment and youth delinquency. They represent the responsibility which should be assumed by the public education system, but a responsibility which cannot be assumed without the significant investment of funds from the national level. It is my recommendation that $1 billion per year should be funded through a section of the Vocational Education Act, P.L. 94-482, to the state boards of vocational education within the states that will accept the challenge with the requirement of adequate leadership at the national level to motivate and assist those states that may lack the leadership with vision and understanding of the problems. The matching for such funds should be the present over-matching of the vocational funds without the restriction of project matching or matching by the disadvantaged category.

The definition for disadvantaged and handicapped established in the vocational education legislation, P.L. 94-482, be used for eligibility for services under the above-type programs. It has been our experience in Ohio that there is a significant number of youth who will be entering the army of the unemployed or the world of delinquency if they are not provided with special services during their educational career, even though they do not come from homes which are economically disadvantaged. I do agree that the majority of young people who will be served by the above suggested programs will be coming from economically disadvantaged homes. We cannot, however, ignore the needs of youth who will add to the numbers of disadvantaged families if we do not provide intervention to change their chances of success during their years in the public schools.

I appreciate your concerns for youth. I commend you for your efforts as evidenced by your combined committee meetings and plead with you to build upon the most important national resource and your most sound base for solutions to social and economic problems, the American public school system. I do not make the case for the system as it is, but as it can be with proper leadership and funding. Our nation is a republic. Yours is the awesome responsibility of protecting not only the rights of people today, but also [illegible] rights of generations to come.

APPENDIX A

GENERAL FACTS ABOUT OHIO'S
GROWTH OF VOCATIONAL EDUCATION
FY63 - FY 79

1. Between FY65 and FY79, $519,658,066.41 was spent on Construction of Facilities and Equipment.

Level	Total Funded	Percent of Total
Local	$241,794,392.10	46.5
State	130,332,471.21	25.1
Federal	147,531,203.10	28.4
TOTAL	$519,658,066.41	100.0
VEA 63 and Amendments	$129,606,349.10	87.9
Appalachia	17,924,854.00	12.1
TOTAL FEDERAL	$147,531,203.10	100.0

2. Vocational Education Enrollments

	1963	1978
High School	47,542	273,217
Adult	90,711	246,201
Career Education	--	283,917
TOTAL ENROLLMENT	138,253	803,335

High school vocational training increased 475 percent or five (5) times between FY63 and FY78.

Adult vocational training increased 171 percent or almost twice between FY63 and FY78.

3. Ninety-seven and four tenths percent (97.4%) of Ohio students have an adequate program of vocational education available to them.

GENERAL FACTS CON'T

4. The percent of students in vocational education in the last two years of high school are:

Job Training[a]	39.7%
Home Economics Useful[b]	14.7%
TOTAL	54.4%

5. The number of special needs students served in FY78 included

	Enrollment
Disadvantaged in 102b SN	2,337
Disadvantaged in Part B SN	24,442
Disadvantaged in Other Disadvantaged Programs	56,191
Disadvantaged in Regular Programs	80,295
TOTAL DISADVANTAGED	163,265
Handicapped Part B SN	2,337
Handicapped Programs - Other	1,851
Handicapped Regular	20,741
TOTAL HANDICAPPED	24,929
FY78 Work Study	762

(a) Job Training Secondary Enrollments in Vocational Education Grades 11 and 12 FY79, RSEEgasl-18-79

(b) Opening Vocational Secondary Membership, FY79, without Gainful Home Economics 7,912 enrollment

GENERAL FACTS CON'T

6.

Number of students in OWA FY78	9,619
Number of students in OWE FY78	17,750

7. Total number of different vocational education programs in FY78 (Job Training)

	Secondary	Postsecondary
Agricultural Education	10	18
Business and Office	17	5
Distributive Education	28	12
Health	25	12
Home Economics	8	4
Trade and Industrial	64	23
	152	74

There are 235 different occupational training areas in vocational education if full-time adult is added to the secondary and postsecondary totals.

8. There were 102 Vocational Education Planning Districts in Ohio in FY 78.

9. There were 49 joint vocational schools in FY 78.

10. FY78 Program Expenditures in Ohio

Federal	$ 25,758,000
State	145,229,000
Local	148,499,000
TOTAL	$319,486,000

11. 93.4 percent of FY78 vocational education secondary and postsecondary completers available for Employment - Employed Full-Time vs. only 6.6 percent Unemployed.

APPENDIX A

SECONDARY JOB TRAINING GROWTH IN OHIO VOCATIONAL EDUCATION
FY63 - FY79

Fiscal Year	Total Enrollment Grades 11 & 12(e)	Vocational Units Job Training	Vocational Enrollment Job Training(a)	Vocational Job Training FTE	Percent
1963	258,653	728.35(b)	20,267	N/A	7.8
1965	320,145	894.40(c)	25,525	N/A	8.0
1967	329,008	1,637.09(c)	41,274	N/A	12.5
1969	352,903	2,387.79(c)	59,595	N/A	16.9
1971	366,652	3,324.72(c)	87,266	N/A	23.8
1973	388,521	4,328.48(c)	111,739	N/A	27.5
1975	363,447	5,203.78(c)	122,297	N/A	33.6
1976	360,715	5,544.58(d)	128,503	78,149.97	35.6
1977	362,418	5,946.28(f)	135,513	83,352.13	37.4
1978	355,410(g)	6,111.06(f)	137,631(g)	85,876.05	38.7
1979	341,630(h)	6,169.72(f)	135,714(h)	85,555.20	39.7

1963 7 out of each 100 pupils in Job Training
3 out of each 100 pupils in Consumer Home Economics

1979 40 out of each 100 pupils in Job Training
18 out of each 100 pupils in Consumer Home Economics

(a) Summary of Vocational Education in Ohio 1963-1977 for Mariwyn Haueisen, OVA, by RSEE April 12, 1977

(b) Trends in Vocational Education Units, FY63

(c) Trends in Vocational Education Units Book, USOE Annual Enrollment Report FY63 - 73, Laura Pernice, Home Economics, and Bernard Nye, Distributive Education (does not include Comprehensive Home Economics or OWA units).

(d) Job Training Secondary Enrollments in Vocational Education Programs, FY76.

(e) Public Grades 11 and 12 Enrollment, FY63 thru FY79

(f) Opening Vocational Secondary Membership Units without Homemaking and OWA, FY77, FY78, and FY79

(g) Job Training Secondary Enrollment in Vocational Education Report, FY78 and VE1003 FY78

(h) SF-12 Summary FY78-79 Division of School Finance and Job Training Secondary Enrollment Worksheet FY79 RSEE

APPENDIX A

GROWTH OF SECONDARY VOCATIONAL EDUCATION IN OHIO'S EIGHT MAJOR CITIES BY ENROLLMENT FY63 COMPARED TO FY78

DISTRICT	FY 1963 ENRL IN GR 11&12 (PUBLIC)	FY 1963 STUDENTS IN VO ED GR 11&12 %	FY 1978 ENRL IN GR 11&12 (PUBLIC)(a)	FY 1978 STUDENTS IN VO ED GR 11&12(b) %
Akron	6,288	6.3	6,417	56.3
Canton	2,301	15.6	2,291	68.1
Cincinnati	5,992	7.8	6,868	71.4
Cleveland	10,909	6.3	14,076	63.5
Columbus	6,980	.7	11,665	51.8
Dayton	5,270	7.1	5,162	75.5
Toledo	5,441	9.1	7,467	80.5
Youngstown	2,881	.7	3,120	63.0
Total for 8 Major Cities	46,062		57,066	
Total in Ohio	210,653		336,638	

17.0 percent of total Ohio grades 11 and 12 enrollment are in the eight major cities - FY78 (FY63 = 21.9 percent)

(a) 1977-78 School Enrollment Fall Division of Computer Services, State Department of Education

(b) Opening Vocational Secondary Membership and Teacher Report FY78, December 16, 1977

APPENDIX A

GROWTH OF SECONDARY VOCATIONAL EDUCATION

YEAR	Number Students Served	Fall Opening Enrollment	Number Voc. Educ. Units	STATE FUNDS USED
1966	70,452	N/A	1,767.18	$ 12,192,542%
1967	85,869	N/A	2,296.09	17,220,675%
1968	99,931	N/A	2,720.38	21,158,544%
1969	111,827	N/A	3,181.34	25,401,854%
1970	131,092	126,889	3,799.20	32,951,107%
1971	155,472	152,416	4,287.26	45,536,874%
1972	175,018	166,878	4,774.03	61,189,650
1973	216,073	200,416	5,764.06	76,048,070
1974	236,438	218,590	6,410.15	87,262,205
1975	253,535	232,716	6,943.99	94,839,173
1976	263,573	241,985	7,380.71	101,547,908
1977	272,375	249,173	7,807.81	123,820,119
1978	267,597	248,754*	8,001.15	134,851,289
1979	246,681*	246,681	8,098.80	144,198,538

* Fall opening enrollment only

% Estimated due to inaccessibility of data for categories in Foundation Program. JVS payments used as basis for estimating.

APPENDIX A

CONSTRUCTION IN EIGHT MAJOR CITIES
FY65 - FY79*

City	Federal	% of Gross Total Federal	State & Local	Total
Akron	$ 620,235.58	0.42	$ 12,632,651.61	$ 13,252,887.19
Canton	460,417.50	0.31	2,606,219.50	3,066,637.00
Cincinnati	35,782.50	0.02	24,972,063.25	25,007,845.75
Cleveland	6,035,088.20	4.09	23,462,258.75	29,497,346.95
Columbus	337,047.50	0.23	22,728,634.50	23,065,682.00
Dayton	3,891,531.94	2.64	4,128,011.46	8,019,543.40
Toledo	2,351,548.32	1.59	26,970,714.92	29,322,263.24
Youngstown	690,266.00	0.47	7,140,438.80	7,830,704.80
Total 8 Major Cities	$ 14,421,917.54	9.77	$124,640,992.79	$139,062,910.33
Gross Total of Construction	$147,531,203.10		$372,126,863.31	$519,658,066.41

Ten dollars out of every 100 Federal construction dollars received in Ohio were used to build vocational job training facilities in Eight Major Inner City areas between FY65 and FY79.

The $147,531,203 Federal construction outlay was only 28.4 percent of the total vocational job training facilties expenditure in Ohio between FY65 and FY79.

26.8 percent of gross total construction was expended in eight major cities between FY65 and FY79.

17.0 percent of total Ohio grades 11 and 12 enrollment was in the eight major cities in FY78.

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* FY79 is as of May 1, 1979 as more funds may be approved before June 30, 1979

RSEE:gs&fo6779

c CLEVELAND PLAIN DEALER May 16, 1979

Despairing youth had waited enough

Zalar Clark dashed into the drugstore where her son lay bleeding on the floor.

"Terry, Terry," she cried.

Terry had been shot twice in the chest and abdomen. "Go on, Mama. Go on, Mama," he murmured.

It was 1 o'clock on a cold January afternoon. An off-duty Cleveland narcotics detective stopped to buy some cigars at Norwood Drug, 6411 Superior Ave.

Terry, 15, had come to the same neighborhood store at the same time, carrying a sawed-off shotgun under his coat.

Their paths crossed on the sidewalk outside the store.

Words were exchanged, then gunfire.

Terry shot first. Detective James J. Svekric returned fire with his service revolver before collapsing to the sidewalk.

Svekric survived.

Two hours later, at St. Vincent Charity Hospital, Terry was dead.

• • •

The fatal shootout occurred Jan. 15, on Martin Luther King Day.

Cleveland schools were closed in observance of King's birthday, and most youngsters were enjoying a day off.

Others, including some of Terry Clark's classmates at Central Junior High School, were on their way to Cleveland State University to work 1½ hours in a jobs program.

But not Terry. His project for the day, allegedly, was knocking off a drugstore.

[illegible]

One of a series

• Cleveland school pupils call it the big joke — that the way to a good job is a good education. They are not satisfied with the educating that is going on. Page 15-A.

It could have been different. Had he only kept going to school a little longer, he might have been on the job that day with his classmates instead.

Their jobs had started shortly after Terry stopped showing up at school.

Thomas Clayton, Terry's teacher in the Occupational Work Adjustment (OWA) program, wished Terry had hung on longer or the jobs had started sooner.

Clayton said, "You know, if Terry had that $2.90 an hour in his pocket, I contend that he sure as hell wouldn't have been involved screwing around, holding up some neighborhood store.

"Because, he would have had the pocket change to, hey, buy a new pair of pants, buy a new shirt — you know, take pride in something. Because these kids don't have any clothes.

"They don't have anything. They don't even have tennis shoes for gym."

• • •

Terry Clark had been adrift from the mainstream for some time before his death.

Two of Terry's brothers had served time, and Terry himself already had run afoul of the law once and was committed briefly to the Ohio Youth Commission.

Terry arrived at Central last fall as an "adjustment transfer," having been removed from Willson Junior High for assaulting a teacher.

Even his mother admitted that Terry "wasn't an A-1 child."

Frank J. Huml, principal at Central, described Terry as "a youngster who probably needed a lot of guidance and needed a lot of time spent with him."

Huml said, "That kind of youngster needs something different from the normal educational program. The streets have a lot of effect on kids."

In his short time at Central, Huml said, Terry was not a model pupil. He had been involved in "minor behavioral things," such as insubordination, Huml said.

But teacher Clayton saw potential in Terry.

"Terry wasn't any psycho," Clayton said. "He wasn't one of those crazy people.

"He was just a normal kid who got discouraged with the system.

"Basically, he was a nice kid. You could sit down and talk with him. He had a lot of ideas . . .

"I think Terry was a kid with, I would say, excellent mental ability. He wasn't a stupid kid. He could read. He could write.

"I think it was just one of those things where he wanted some cash because he didn't have any, and I think he kind of got disillusioned with school."

But at first, Clayton believed Terry was going to be one of his success stories. .

Terry's attendance was good, and Clayton looked forward to placing him on a job. Unfortunately, the state subsidies to underwrite those activities didn't arrive until well after the first of the year.

By that time, Terry had become a chronic truant.

Huml said the holiday season is a rough time for some youngsters, especially this school year with shortened holidays due to a school strike.

"There is a problem, especially toward Christmas," Huml said. "Kids want to buy things for their families, too. The pressure really begins to build."

* * *

Clayton began calling Terry's home almost daily when he failed to show up for class.

Clayton would say, "Mrs. Clark, where's Terry today?" And the mother would say, "Mr. Clayton, Terry's two older brothers been in jail. He don't know right from wrong by now, ain't nothin' I can say." Clayton said, "So, I had to like take it into my own hands — like almost be the kid's parent.

"'Now Terry, you know you're doin' wrong. You're not comin' to school. So, you better come today.' And then he'd go, 'OK,' and he'd show up.

"So, it was just one of those things where, when you think about it, it's wrong. You shouldn't have to be the kid's parent, 'cause all you are is the teacher. You're gettin' paid s—— the way it is.

"But, you know, you get involved with the kids and get close to the kids."

Clayton felt bitter with regret.

"Hell, he could have been at his job site that day.

"Plus, he would have just got paid on Friday, if we would have been getting paid from the beginning of the year when we were supposed to.

"Shoot, a long weekend like that, $43.50 in his pocket . . ."

Nobody said very much in Clayton's class that day.

Something like that hits home hard, Clayton said, because classmates probably see more of each other in a year than they do their own families.

"I know for me, it really shocked me," Clayton said. "I was really upset about it, and I think a lot of the kids felt that way, too."

Principal Huml was somewhat more philosophical.

He said his own feelings had been "pretty much tempered" by having undergone a similar experience as a teacher 15 years ago at John Adams High School.

It was a drafting class. He flunked a youngster, who returned the next year with a better attitude and did "A" work.

Then, the day after graduation, the youngster was shot to death in a similar situation.

"That's the law of the streets, I guess," said Huml.

Tomorrow: The schools' discipline problems.

STATEMENT OF FRANKLIN B. WALTER, SUPERINTENDENT OF PUBLIC INSTRUCTION, STATE OF OHIO

Dr. WALTER. I am Franklin B. Walter, superintendent of public instruction for the State of Ohio. I am appearing before the committee to encourage the redirection of a portion of the funds now allocated to youth programs through education so that we can address, as I believe we should, the real arduous task of preparing our young people for permanent employment.

I do not believe that there will be a true solution to the youth unemployment problems that does not involve public education. Certainly, the involvement of public education implies a commitment of funds. In Ohio, we have made a commitment to vocational education, and we have made it since 1969, with a requirement that all young people be provided or offered vocational education at the junior and senior levels of high school. Thirty-four percent of our young people are enrolled in educational programs that do provide vocational education, if they elect that vocational education. More than 50 percent of those youngsters do elect vocational education.

While we have this mandate from the General Assembly of Ohio, and while the incentive provided by vocational education funding has been instrumental in making this education available to our young people, leading to permanent employment, we are concerned with those youth who do not avail themselves of the vocational education that is available by reason of being disoriented from school programs early on in their educational career and because a significant percentage of our young people do drop out of school before graduation.

Our holding power in public education has increased dramatically in recent years, and now 90 percent of our high school age youngsters are in secondary school. We still have a real problem dealing with 14- to 18-year-old youth who are not school oriented.

Some of these youth do, in fact, drop through the cracks, and we do not have an avenue to provide them service. Such an avenue could be provided by redirecting some of the funds into the education establishment, so that these youngsters could be identified and provided the kind of educational services required to make them employable and, therefore, deal with a real economic issue in our country.

It is my belief that Public Law 95-524 is a mixture of revenue-sharing, income maintenance and training. Basically, I am proposing that the role be divided, and that the public schools be assigned the training role, and be provided that opportunity, responsibility, and assistance to become a part of the solution to the unemployment problem.

I mentioned earlier that we do have a number of early school-leavers. When they drop out of school, they lose their contact because there are not funds available at the school level for an outreach program to identify these youngsters and provide them with the basic education that they need to supplement job training, and the income supplement that they need for existence.

It would be our proposal that by providing funding to the education establishment, we could provide the linkage that is now lacking in the present arrangement. Certainly, we believe, in answer to a question raised a little bit earlier, that a youngster should have a total education, but in his total education, he must be prepared to earn a livelihood. There is not much point in him being able to recite Shakespeare or enjoy poetry if he is unable to earn a living. For that reason, we are very, very concerned that the vocational education aspect of the comprehensive education that we strive for, for children and youth, be readily available to all youngsters, and particularly to the alienated youngster.

We have had some successful experience in dealing with 14- and 15-year-old drop-out prone youngsters in what we have termed an occupational work adjustment program. We believe that this program should be expanded through the use of funds that will become available by shifting some of these funds into education, so that we could identify youngsters who are drop-out prone early on in their secondary school experience, and provide them with the kind of support services they need, and the kind of jobs that they need, so that their education and their work experience could be coordinated.

We are also concerned with the problem of pre-delinquent youth who need separate educational services, including residential services for some. We believe there are some youth who, because of a lack of an actual home to go to, need a residential facility that could be a part of their educational program. We have had some successful experience in providing that service in Ohio.

We have had successful experience with resident youth who were really alienated from society, and alienated from their home, and alienated from the school. Unfortunately, a lack of funding has made it impossible to continue those services.

We believe that there are no services currently being provided by Job Corps programs that cannot be provided through the public education system, if proper leadership is given to the various States from the national level, and from the U.S. Office of Education.

In addition, the public school system needs to deal with the 16-year-old who will become a part of the unemployed or perhaps a part of a delinquent group.

Unless there is a redirection of educational programs to assist in introducing these youngsters to the world of work, they are not likely to find permanent employment. For this reason, we believe that $1 billion per year should be funded through this section of the Vocational Education Act, Public Law 94-482 to State boards of education that will accept the challenge, with the requirement that adequate leadership from the national level be provided to assist States that lack the leadership in meeting the needs of the youngsters that I have described in the statement.

In summary, we believe that the Federal commitment is commendable, and we believe that redirection of certain of these funds to education will strengthen the linkage that is a concern between the school system and labor.

Thank you.

Mr. WEISS. Dr. Walter, thank you very much. We appreciate your patience, we are going to break at this point because the second bells have sounded for a vote, and then we will return.

Mr. Gingerich, we will pick up your testimony at that time.

[Recess.]

Mr. Weiss. The committee will resume its hearing at this point.

Mr. Gingerich, if you will take your place at the witness table.

Mr. Goodling, we want to ask you to do us the honor of introducing us to Mr. Gingerich.

Mr. Goodling. I want to welcome Mr. Gingerich and thank him for coming down here, since he is from my own area. I would also like to note that I have been connected with him as an educator before coming to Washington. He is the director and chief administrative officer of the York County Area Vocational Technical School, a school that we are very proud of.

Early on, during my first year in Congress, Mr. Lehman had some problems about vocational education in his district. I told him, if you want to see an ideal operation, it is just 2 hours away, and we would like to have you come out and visit York. So the chairman has been arranging that ever since.

Of course, it is near and dear to me because when I was a high school principal, we were determining what we were going to do in the area of vocational education, and I helped to lead the fight to make sure that it was a comprehensive school and not 2 weeks in a vocational school and after 2 weeks, back in our school, et cetera. It is a total operation and a very successful one. So I am very happy to have Mr. Gingrich testify this morning.

Mr. Weiss. Thank you very much, Mr. Goodling.

Mr. Gingerich, with that introduction, you may proceed. Your full statement, of course, will be entered into the record, without objection. You can either read it or summarize it, or use as a take-off point, whatever way you find most useful.

[The prepared statement of Mr. Gingerich follows:]

APPENDIX A

PLACEMENT OF SECONDARY PROGRAM COMPLETIONS IN VOCATIONAL EDUCATION PROGRAMS
FY71 - FY78
Ohio Compared to U. S.

Fiscal Year	Available for Placement U. S.	Available for Placement Ohio	Placed Full-Time in Field Trained and Related U. S.	Placed Full-Time in Field Trained and Related Ohio	Placed In Other Employment U. S.	Placed In Other Employment Ohio	Number Employed U. S.	Number Employed Ohio	Percent of Available Unemployed U. S.	Percent of Available Unemployed Ohio
1971[(a)]	509,490[(b)]	22,450	327,378	15,576	118,348	4,886	65,284	1,988	12.8	8.9
1972	575,155	26,047	362,892	18,398	149,339	6,075	62,928	1,574	10.9	6.0
1973	603,360	29,230	371,705	20,660	170,333	7,015	61,322	1,555	10.2	5.3
1974	665,384	32,986	394,910	23,083	193,161	7,427	77,313	2,476	11.6	7.5
1975	709,240	37,065	404,430	26,652	205,492	6,335	99,318	4,078	14.0	11.0
1976[(c)]	N/A	37,306	N/A	27,934	N/A	6,085	N/A	3,267	N/A	8.8
1977	N/A	37,690	N/A	28,120	N/A	6,622	N/A	2,948	N/A	7.8
1978	N/A	39,978	N/A	30,129	N/A	6,988	N/A	2,861	N/A	7.2

(a) Project Baseline FY75: Learning A Living Across the Nation, Vol. 5, Statistics Almanac, by Dr. Art Lee, Project Director, Northern Arizona University, November, 1976, Table 60

(b) U. S. total available in reporting off 1,520

(c) Follow-up of Program Completions in Vocational Education, 1974-78, Secondary, Ohio RSEE

Jobs Keep Would-Be Dropouts In School

Fifteen-year-old Aaron Flemings is quite definite about his future in school. "No, I ain't going to drop out."

A year ago, that would have been hard to believe. Aaron's grades at Westmoor Junior High School amounted to three F's and a D.

But he has a B average now, a job he anticipates enjoying throughout the summer, and a strong desire to get through high school and become a race driver or landscaper.

CREDIT FOR his dramatic turnaround goes to the Occupational Work Adjustment Program (OWA) in Columbus Public Schools, according to Pat Noles, coordinator of Westmoor's OWA program.

Aaron and others like him who are pegged as potential dropouts, based on their grades and attendance, reveal a series of success stories in the OWA program, Noles said.

An estimated 300 Columbus junior high school students participated this school year in the OWA program, which provides special tutoring during morning classes and an after-school job.

School officials report a success rate of 90 percent with those in the OWA program this year, based on improved grades, attitude and attendance.

NOLES SAID most students are recommended for OWA by teachers. The program is designed for pupils at least 14 years old who have ability but aren't motivated in the classroom.

"In almost every case, it is their first experience with a job," Noles said. "The work is an incentive to get them back into school."

While the school year soon will draw to a [illegible], the program continues to benefit students, as most keep their jobs throughout the summer.

Noles is pleased, not only with his 25 students, but with the local businesses who employ the teen-agers.

TO EXPRESS thanks, Noles contacted Sen. Michael Schwarzwalder, D-Columbus, who arranged to get the employers a letter of appreciation from the Ohio Senate.

The certificates, issued by Senate President Oliver Ocasek, commend the businesses for offering "a viable system to train potential dropouts in vocational occupations."

While OWA is successful in most cases, there are some students who don't make significant progress.

"I can see improvement but nothing to jump up and down about," Noles said. "At least we've kept them from dropping out."

n one case he recalled, Noles said a

Noles said they were presented this month to the Westmoor school cafeteria and five West Side businesses who employ pupils in OWA: Colonial House Hotel, Steak Plus Restaurant, King's Table Restaurant and two Burger King restaurants.

"Hopefully they'll continue to work with some of our kids," Noles said, noting that it's not all smooth sledding for the employers.

SOME STUDENTS are not as responsible as hoped and may not show up for work a few times, he said. "But we try to smooth things out. Most businesses are pretty understanding."

"Here I am testifying against a kid I've been trying to save all year. It's so frustrating," Noles said.

But success stories are much more common, he said. Aaron, for example,

is taking both 8th and 9th-grade courses but will be promoted in the fall to 10th grade at West High School if he takes one summer school course.

While Noles stressed the educational benefits of OWA, Aaron is more interested in making good grades so he can get through high school and start working.

HE LIKES the feel of making money in his current job with Wilson Landscape of Orient, Ohio, and might continue in that field after he is graduated.

But Aaron admitted that O[illegible] revived his interest in school. "I ju[illegible] seemed to get more involved," he said.

The teen-ager also praised Noles as a prime motivator. "Mr. Noles really goes out of his way to help you. He gets personally involved. I really don't want to disappoint him."

ON THE JOB — Aaron Flemings pushes dirt toward the base of a shrub to prevent air pockets from forming around the roots and killing the plant. Here Aaron gets some instruction from Gary Wilson, left, of Wilson Landscape. Wilson picks up Aaron about noon on school days and then returns him to the school when the day's work is done.

Columbus Dispatch - June 2, 1979

PREPARED STATEMENT OF GARLAND E. GINGERICH, DIRECTOR, YORK COUNTY AREA VOCATIONAL-TECHNICAL SCHOOL, YORK, PA.

Mr. Chairman, Members of the Subcommittee on Elementary, Secondary and Vocational Education, and the Subcommittee on Employment Opportunities:

I am Garland Gingerich, Director of the York County Area Vocational-Technical School in York, Pennsylvania.

On behalf of the citizens of York County, we thank you for the opportunity to relate to you how we believe we can, with your help, use existing facilities and programs in York County to solve the chronic problem--unemployed out-of-school youth 16-24 years of age. Our school serves the residents of York County through three educational divisions.

First, our Area Vocational-Technical School Day School division serves 1,800 10th, 11th and 12th grade students in 28 vocational programs. In addition to the vocational training, the students receive their full academic program at our comprehensive Area Vocational-Technical School. The school is filled to its capacity with 1,800 students. 96% of our graduates, for the past three years, are employed.

Our second component is a Day School Satellite division. During the past year, 550 12th grade students benefited from this Cooperative Education program. For the 1979-80 school year, this Satellite division will be expanded to serve 800 12th grade students--all in a Cooperative Education program. This program is designed to provide Vocational Education for students who are unable to enroll in the Area Vocational-Technical School because of limited space and to give the world-of-work learning experience for students whose career goal has changed from grade 10 to grade 12. 95% of the students enrolled in this 12th grade Cooperative Education program have full-time employment upon graduation from high school.

Our third division provides Vocational Education for out-of-school youth and adults. In one year approximately 2,400 adults attend 60 courses varying from 10-week, 60-hour skill improvement programs for persons already in the work force to 25 hour per week, two-year entry level skill development programs for unemployed and under-employed persons. Follow-up surveys reveal that 75% of those completing adult skill development programs become employed or receive employment in a higher job classification.

Programs for these three educational divisions are funded through Vocational Education Act funds, Comprehensive Employment Training Act funds, as well as State and Local tax dollars. A tuition rate is charged for all Adult Education programs except those supported by Comprehensive Employment Training Act funds.

The Director of the school serves as Vice Chairmen of the York County Manpower Training Council, serves as an active member of the York Area Chamber of Commerce Training and Employment Committee, and serves as Secretary of the Regional Vocational Education Planning Committee.

A current major concern of our institution is how we can better serve the out-of-school, unemployed youth age 16-24. This group has the highest unemployment rate in our county. Our local B.E.S. Office reports that in 1978 there were 1,560 unemployed out-of-school youth age 16-24 in York County, a 13.1% unemployment rate. During the same year, there were 700 unemployed out-of-school youth age 20-21, a 10.2% unemployment rate.

Based on our school's General Advisory Committee's community surveys, B.E.S. reports the input from the school's Vocational Supervisors, whose responsibility is job development for students in our Cooperative Education program, and from inquiries made to the school by prospective employers, we know that skilled jobs do exist--jobs that we do not have students to recommend to fill.

The success of the York County A.V.T.S. has been documented previously--the residents of York County recognize the school's contribution. The problem is how can the Federal, State and Local Governments combine their resources to enable the 2,260 unemployed youth to be trained and employed. Through counseling we have learned this group of 2,260 students is comprised largely of young people who:

1) dropped out of school without skill training;
2) changed career goals after leaving school; or
3) dropped out of college, returning to the community without a skill.

PROGRAMS OPERATED UNDER YETP (Youth Employment Training Program):

The York County A.V.T.S. has operated or planned to operate four YETP programs:

1) 1977-78 In-School Program - A training program was developed to provide skill training for 60 disadvantaged students during the 1977-78 school term. Six students were located who could meet parental income guidelines. The program was not successful.
2) Spring 1978 In-School Program - A program designed to provide counseling and training programs for 40 disadvantaged youth was planned; 16 students enrolled, nine completed the program.

3) Summer 1978 In-School Program - A training program was developed to provide skill training for 60 disadvantaged students during the summer of 1978; 60 were enrolled, 37 completed the program.

4) Summer 1979 In-School Program - A program following the design of the summer 1978 program is planned. As of June 6, 1979, only two students are enrolled. The program will not operate due to lack of students.

PROBLEMS OF SERVING THESE YOUTH:

The problems associated with serving this group of unemployed 16-24 year olds are many and varied. The three most difficult for us are:

1. Income Guidelines -

A typical example is an 18 year old girl who recently came to our Adult Education office for assistance. She is 18 years of age; she dropped out of school at 10th grade; she is living at home, she is alienated from her parents; she does not qualify for a CETA program because her parents are above the minimum wage guidelines; she receives no help from her parents because of the gap existing in the home; she is unemployed; she lacks skills; she wants to learn a skill; she needs to work and we can't help her, she does not meet CETA guidelines. This is typical of the many, many 18-24 year old frustrated youth we see.

2. Length of Programs -

Existing guidelines require us to develop programs on a three to six month project basis. Schools need the assurance that program funding will be available over a period of three years to permit better program planning and most importantly, hire better qualified teachers.

3. Total Program -

Under existing guidelines we cannot develop in one package a program to serve all the needs of a student. Several proposals must be drafted, each serving a different segment of student needs (i.e. outreach, counseling, training, job development, and job placement). In fact, these various services are provided by three or four agencies. It is not in the best interest of these youth to provide them fragmented services--they deserve to be treated as a total human being.

HOW YORK COUNTY A.V.T.S. CAN MAKE THESE YOUTH EMPLOYABLE:

We propose a Youth Title in Vocational Education legislation that will target funds for unemployed 16-24 year olds. This component of the Vocational Education legislation must:

1) Eliminate parental income guidelines from the criteria. Unemployment is the problem--unemployed 16-24 year olds need to be served regardless of parental income.
2) Assure us full federal funding for a three-year period. This will make it possible to employ competent people to operate the needed training programs. After three years full federal funding, it is proposed the federal share be matched 75% federal and 25% state and local monies the fourth year, and 50% federal and 50% state and local funds the fifth year.
3) Permit total student needs programs. It is essential that unemployed youth not be required to go to one agency for out-

reach, a second agency for assessment, a third agency for training and a fourth agency for job placement. Legislation will have to permit one agency to be responsible for all necessary components to meet the total needs of unemployed youth (i.e. outreach, assessment, training, job development, job placement, follow-up).

A Youth Title in Vocational Education legislation eliminating the problems in the manner expressed above, will permit us to reduce the youth unemployment rate at an estimated annual cost of $2,600 per student.

STATEMENT OF GARLAND E. GINGERICH, DIRECTOR, YORK COUNTY AREA VOCATIONAL-TECHNICAL SCHOOL, YORK, PA.

Mr. GINGERICH. Thank you, Mr. Chairman.

Mr. Goodling, I appreciate those remarks and those comments. Your leadership and your foresight in establishing the kind of school that we have in the York County Area Vocational-Technical School has certainly made my job in administering that school a lot easier than it might have been.

I certainly want to thank the committee and the subcommittee for the opportunity to appear before it, and to offer testimony to the committee. I will try to summarize what I have presented to you.

I think Mr. Goodling has indicated to you that the school does enjoy a reputation in the community of being a successful school, and I would like to address to you and the Chair how we might be able to serve an even larger segment of the community than we are at the present time.

I have outlined for you some of the youth education training programs that we did try to offer and operate at the York County Area Vocational-Technical school. I regret to inform the committee that in my opinion they were not very successful.

It our assessment, after reviewing our three attempts to offer programs under this legislation that the problem does not exist in York County for in-school youth as it does in, perhaps, other areas of the United States.

We were not able to locate students who were interested in the program. I will not address myself to those at this time. They are in the written testimony.

As we see it, the current, major concern that we have at the York County Area Vocational-Technical School, is how we can better serve the out-of-school youth, ages 16 to 24. The office of employment in York has informed me that in 1978 there were 1,560 unemployed out-of-school youth in that age bracket, 16 to 24, and another 700 unemployed out-of-school youth age 20 to 21, or a total of 2,260 unemployed out-of-school youth.

Those are our concern at the York County Area Vocational Technical School. That concern is shared by the other government and school officials in the county of York. As we see it, it is a problem of unemployment for youth and young adults. It is not a problem of the poor. It is not a problem of the disadvantaged. It is not a problem of the handicapped. It is not a problem of the parents' income.

The problem is that of people ages 16 to 24 who have not received skills or training where the jobs are located, in the areas of job opportunities in the York County area. That is the problem. We believe that you can help us to address that problem.

You might ask why do we have these 2,260 unemployed 16-to-24-year-olds in York County, if the schools and the present educational system are meeting the perceived needs of those students who are presently attending the school or all the schools in York County.

Some of those 2,260 students are drop-outs, early school-leavers, for one reason or another. We have always had those in education, and I believe that we will continue to have them. But that is a portion of it.

There are others who have gone through our educational institutions in York County, who have changed their career goals after leaving the school. They may have been interested in a secretarial program. After they have worked in that for a period of time, they may be interested in construction trades, cosmotology, or some other program.

There is this third group, and I believe it is one that very few institutions have very few opportunities to address themselves to. It is those students who go through an academic program at the high school level, with the full intent of going on to college. They enroll in college, and start. Then, they drop out of college for one reason or another, again, a change in their career goal.

Those young students return to our community without a skill. We think those are a large bulk of the people that make up the 2,260 unemployed out-of-school youth in York County. Those are the ones that we are concerned about, and those are the ones that we would like to address ourselves to.

What are some of the problems we perceive in saving these youth? We have outlined for you three of them, and I would like to address those three briefly.

First of all, we think the income guidelines have created problems for us that we have not been able to serve all of those unemployed youth, 16 to 24 years of age, that we feel need the service.

We have shared with you the typical experience where students have come to us in the adult education office for assistance. They are living at home. They have dropped out of school. They are alienated from their parents because they have made a mistake earlier in their life. They do not qualify for any of our CETA programs that we offer. Their parents are above the minimum wage guidelines. They receive no help from the parents because of the gap existing in the home, and they are unemployed. They come to us, and we do not have any way to help them because of that CETA income guideline.

Shouldn't we be saying, let's forget about the parental guidelines. If we have people unemployed 16 to 25 years of age, shouldn't we be giving them some kind of help and some kind of assistance in the training; or shouldn't you be giving the schools some help where we would be able to provide an educational program for that kind of person; there are many of them in the York community according to the general number of people who have dropped by our school, and stop and call, and ask for some assistance.

A second problem that we have in providing the programs for this age group of people is the length of the program. The CETA office wants to have a prime sponsor. It wants to have a program which is usually of a 3-month or 6-month duration. That creates problems for us in getting a good qualified teacher to teach that program. We rely on skilled craftsmen and tradesmen to teach our vocational programs, who are residents of York County. Somebody who is skilled is not going to give up his present job with the idea of coming to teach for us, if we can only assure him employment for a period of 3 or 6 months.

We think you need to help us by permitting and committing legislation that will commit funds to us for a period of 3 years. If we were to approach a tradesman and say: "We can assure you that if you do the job and you are successful in teaching, you will have employment with us for a period of 3 years," it gives us the opportunity, then, to talk to students over a longer period of time, and build and develop a program that has some substance, and will pattern itself against; we are presently successfully operating for grades 10, 11, and 12.

The third problem that we see is one of a total program. Our present approach through CETA programs is to five or six agencies involved in addressing the total needs of a person. There will be one agency that will be doing the outreach. There will be another agency that will be doing the assessment and certification. We will be doing the training. Then, there will be another agency that will be involved with job development for these students, and still another agency will be involved in job placement.

We believe that forcing people who are unemployed, who need some help, to go to five or six different agencies to receive that support is unrealistic. We think that one agency, which would be responsible for providing all of those services to the student, would be preferable.

We propose that this be the institution in the community as being successful, the vocational-technical school. We would be responsible for doing the outreach, working with the agencies directly to find the students. We have the contacts already with the school districts in the county. We would be able to catch from them the dropouts.

They would know the students who are unemployed. They would know their graduates, or early leavers. They would know the people who are returning from college, or dropping out of college. That is where the knowledge of the student population is that we are talking about. They know who they are. We have the contacts with the participating schools.

We believe that we are qualified and better able to do the assessment of the kind of educational program that that student should receive. We believe we are better qualified to do that than any other agency in the community. Then we would make an assessment of the programs we would have available for these unemployed youth.

Then we would be able to do the further job development and job placement. We believe that we would have a good, viable program to offer to these students, and they would not be frustrated by having to go to four or five or six agencies.

Part of this total program frustration is planning for the kind of vocational education programs that we offer. I believe that you would be familiar with the planning process through the Vocational Education Act, where we have a craft advisory committee, general advisory committees, original planning committees to develop the kind of vocational education programs to be offered under vocational education legislation.

We have the same kind of planning process through our CETA programs. I don't understand why through our vocational education planning, we realize, for example, that we need electronics. There is a lot of employment in electronics in the York community. We propose to our prime sponsors that we should be operating electronics for the unemployed 16-to-24-year-olds, and their planning process does not come up with the same answers.

I believe that we need to streamline that planning process. We believe the planning process of the kinds of programs to be offered at the local level in the vocational-technical school in York County is effective, efficient, and also supports the true needs of the community. The planning is done under the Vocational Education Act and not under the CETA Act.

I really think the linkage is one of linking the needs of the unemployed youth, the people we are talking about. It is not linking the various agencies. We believe that the vocational-technical school linking those services of outreach, assessment, counseling, training, job development, and job placement is what we are talking about. Those kinds of services for the people, and it needs to be linked in one agency. In York County, we believe that the York County Area Vocational-Technical School would be best suited to do that.

So we propose to you that if you were to include in the vocational education legislation a youth title that would permit us to provide a program of total services to the unemployed 16 to 24 years of age in York County, we would be successful in training those young people for jobs that would be employable, and would find employment in the York community.

Mr. Chairman, that summarizes my comments. I will be pleased to answer any questions you might have.

Mr. WEISS. Thank you very, very much for your testimony, and for your patience in bearing with us this morning.

Mr. Goodling?

Mr. GOODLING. Thank you, Mr. Chairman. I have just some very brief comments.

First of all, we are glad that you were frank and honest with us. I think sometimes we get some individuals testifying who would not admit that anything was wrong, or was not working simply because they would be afraid funds would be cut off, or the legislation would be stopped.

Second, I think you gave us some good recommendations. I never really thought too much about the business of youngsters in households, young men and women ages 16 to 24 years of age who might be in the household, but are not really a participant in the household and, therefore, are excluded from participating in this program. So I think you gave us some good recommendations.

I am always concerned about the numerous agencies that are somehow involved, in these programs, causing confusion and duplication with their overlapping jurisdiction. Your testimony points out the need for a more rational streamlined approach.

So thank you for your testimony.

With that, the subcommittees will be adjourned, subject to the call of the Chair.

[Whereupon, at 11:45 a.m., the subcommittees adjourned, subject to call of the Chair.]

OVERSIGHT HEARINGS ON ASSESSMENT OF COORDINATION OF YOUTH EMPLOYMENT PROGRAMS UNDER THE VOCATIONAL EDUCATION ACT AND CETA

Part 1

WEDNESDAY, JUNE 13, 1979

U.S. HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION AND THE SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES, COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittees met at 9:30 a.m., pursuant to adjournment, in room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins (chairman of the Subcommittee on Employment Opportunities) presiding.

Members present: Representatives Hawkins, Perkins, Kildee, Kogovsek, Jeffords, and Erdahl.

Staff present: Susan Grayson, staff director; Steve Juntila, legislative associate; Terri Schroeder, staff assistant; John F. Jennings, counsel; Nancy Kober, staff assistant; Nat Semple, minority senior legislative associate; John Martin, minority legislative associate.

Mr. HAWKINS. The Subcommittee on Elementary, Secondary, and Vocational Education, and the Subcommittee on Employment Opportunities will resume their joint hearings.

This morning, we have a panel consisting of Dr. Owen Collins, project director, Kentucky Valley Education Cooperative, Hazard, Ky.; Mr. Louis Salebra, director, Rutland Area Vocational/Technical Center, Rutland, Vt.—I assume that that is in the home district of Congressman Jeffords.

Mr. JEFFORDS. Since I arranged the whole thing, you are safe in that assumption.

Mr. HAWKINS. Would you like to interrupt to introduce your witness.

Mr. JEFFORDS. I would like to say a couple of words about Lou Salebra who has done a tremendous job in our area in the vocational education aspect, and I am looking forward to hearing from him.

It is good to see someone from my hometown. I know that even though he is from my hometown, that it is not the reason that he is here. It is because he has something really meaningful to say.

Mr. HAWKINS. Mr. Salebra, let me say that it is not merely because you are here that your Congressman is appearing with the committee this morning. He is one of the very devoted members of the subcommittee, and we can always depend on his presence as well as his contribution to the hearings.

The rest of the witnesses today are: Dr. Jerry Caduff, president, Pueblo Community College, Pueblo, Colo.; Dr. Jerry Olsen, superintendent of schools, Pittsburgh Board of Education, Pittsburgh, Pa.; and Mr. Paul Speight, Wisconsin Department of Public Instruction, Madison, Wis.

The committee does have the prepared statements of all the witnesses, and without objection, those statements will be entered into the record at this point. I would suggest to the witnesses that they can best use the time by giving us the highlights of their statements, and then we can, through question and answer procedure, bring out, I think, the main points from each of the witnesses.

Mr. KOGOVSEK. Mr. Chairman.

Mr. HAWKINS. Mr. Kogovsek.

Mr. KOGOVSEK. Mr. Chairman, I wonder if I might be excused long enough to say just a nice word about Dr. Jerry Caduff from Pueblo, Colo., which is my hometown.

Dr. Caduff has been somebody that we, in the Pueblo community in southern Colorado, have relied upon for many, many years. He has served the community of Pueblo very well, but certainly the University of Southern Colorado very well as the director of vocational education, and also as the acting president of our university from time to time.

I would just like to take this opportunity to welcome Dr. Caduff here.

Mr. HAWKINS. Mr. Kogovsek, may we also welcome you as one of the new members to the committees, and express our appreciation that you did select this opportunity to be with us.

In the meantime, the chairman of the full committee has arrived, and he is the cochairperson of these hearings. We recognize the presence of Mr. Perkins of Kentucky. We do have someone from Hazard, Ky., Dr. Owen Collins.

Chairman PERKINS. I see Dr. Collins is scheduled to appear. I am sure the testimony of the witnesses today will be most beneficial to the committee as we seek to find out how these two programs can be made to fit together better—CETA and vocational education.

I would like to join with you in welcoming all the witnesses. I would especially like to give a warm welcome to Dr. Owen Collins, career education coordinator for the Kentucky Valley Education Cooperative in Hazard, Ky. I would like to commend Dr. Collins for the good work that he has done in furthering the cause of career education in our State.

In looking around, I see that Dr. Collins is not here. If I am not here when he makes an appearance later on in the morning, would you pass on that I have commended him

Mr. HAWKINS. We will so do.

With Dr. Collins not being present, we will hear first from Mr. Louis Salebra, director of the Rutland Area Vocational/Technical Center, Rutland, Vt.

Mr. Salebra.

[Prepared statement of Louis J. Salebra follows:]

STATEMENT
OF
LOUIS J. SALEBRA
DIRECTOR
RUTLAND AREA VOCATIONAL-TECHNICAL CENTER
RUTLAND, VERMONT
JUNE 13, 1979
ON
COORDINATING PROGRAMS UNDER VOCATIONAL EDUCATION ACTS
AND
COMPREHENSIVE EMPLOYMENT AND TRAINING ACT

BEFORE THE
HOUSE OF REPRESENTATIVES
SUBCOMMITTEE ON ELEMENTARY
SECONDARY AND VOCATIONAL EDUCATION
AND THE
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
CHAIRMAN
CONGRESSMAN CARL D. PERKINS

Mr. Chairman and Members of the Subcommittee:

I am Louis Salebra, Director of Vocational-Technical Education for the Rutland, Vermont, area. On behalf of the Rutland community, we appreciate the invitation to express our concerns on Vocational Education, Youth Employment and Employment Training.

For thirty-nine years, the Rutland City School District through its Vocational Education Division has been the center for job training activities in Rutland County. With a population of 55,819, Rutland County represents the second largest populated area in Vermont. The County work force totals 25,550 of which 24,150 is employed. Unemployment is 5.4% of the labor force based on Vermont Department of Employment Security data for April, 1979. Population growth is 1% per year.

The Rutland Area Vocational-Technical Center, constructed in 1974, represents a $990,000 local investment in the $2.7 million training facility. Since 1940, the Rutland City School District has supported several varieties of training programs for the business and industrial communities on secondary and adult levels. The Rutland City School District has always furnished lab and classroom facilities for occupational training without charge. Only those programs that require business office services are charged on a pre-determined indirect costs rate.

Evidence to support the importance of the Vocational Center to Rutland County is its use. By day, 600 secondary students attend (limited to 11th and 12th graders only because of capacity enrollment by these grades in almost all programs) and 60 handicapped students. The normal school day is 8:00 A.M. to 3:00 P.M. We have an early evening session of six programs operating from 4:00 P.M. to 7:00 P.M. for specialized adult inservice training including an industrial apprenticeship program. From 7:00 P.M. to 10:00 P.M., regular adult vocational training programs occur. Enrollments of adults in evening, night and weekend training approaches nearly 3,000 yearly.

In addition, several professional organizations hold monthly technical and inservice programs at the Center to improve skills and advance knowledge. The administration cooperates and assists all State and Federal agencies with their various training programs including Economic Development, Labor and Industry, CETA, Vocational Rehabilitation, Apprenticeship Training and Community Action Agencies.

Public Health statistics reveal the mobility rate of County residents is 15%. The stability of this rate for the last ten years indicates the value of the Vocational Center to the County in terms of growth in skills and knowledge.

With excellent local community support, fourteen hour a day year around operation, we do not meet all the needs of the County. At least an additional 200 sixteen to twenty-two year old youths need to be served in supervised training programs. The number includes in and out of school youth lacking sufficient skills, knowledge and work attitudes to succeed in holding a livable wage paying job.

Our concern is not the youth we are serving, since our yearly follow-up reveals 94% are employed. Follow-up reports on 1978 graduates as of 2/16/79 with 268 responses of 274 completers, indicate Vocational Education graduates have less incidence of unemployment than non-vocational graduates. See Appendix A for follow-up data.

How can we best serve youth and adults having difficulties securing employment? How do we get young adults to return to schools that turned them off? How can we use existing facilities and resources more effectively?

To serve our disadvantaged and unemployed youth in the Rutland Area, I offer the following recommendations.

A. Increase activities in Cooperative Education with support funding of more teacher-coordinators to provide the following services.
    1. Identify and recruit trainees, assessment and evaluation of skills and knowledge, and selection of career goal.
    2. Provide pre-vocational, pre-employment training and job seeking and survival skills.
    3. Develop supervised work stations to provide on-the-job experience and skill training under a training plan developed by the teacher-coordinator.
    4. Monitoring and supervision to assist the trainee to succeed.
    5. Arrange for supplemental vocational training at the Center to overcome weaknesses identified at the work station.
    6. Job placement in unsubsidized employment.

B. Use of YETP funds in private sector as well as public sector to provide for full scope of employment opportunities.

C. Extended YETP contracts to provide wage support and planning for at least three years.

D. Provide within the Vocational Education Acts a title for wage support for disadvantaged youth age 16-24 in contracted Cooperative Education training sites with an individualized training plan.

E. Twelve month salary and travel support at 50% for Co-op teachers of in school youth and 100% funded for Co-op teachers of out of school youth.
    1. The 100% funding for out of school youth will eliminate local school district concerns, various agency concerns and CETA concerns of how to finance the program and pro-rate costs.

2. Often times more energy is spent to determine "who is going to pay" than is required to provide the service.

The success of Cooperative Education as an alternative to a total school program for structurally unemployed youth indicates serious consideration toward expansion. Cooperative Education is structured to provide quality training sites and eliminates "busy work" type training sites. One of the dangers of some youth employment programs is poor quality may lead to development of dependence on governmental programs for survival rather an independence of governmental programs for survival.

The commitment of the in school Youth Employment and Training Program (YETP) through the prime sponsor in Vermont requires a yearly proposal. We have operated with success a program combining Cooperative Education and YETP funds. Since all proposals originate at the local level and are competitive on a statewide basis, continuation of program is uncertain. Local school districts desire programs be developed with long-range plans and goals and discourage program starts without long-range funding.

In essence, the combined Cooperative Education and YETP would utilize the Area Vocational Centers as the hub for all youth services. The Diversified Occupations Labs could become assessment and evaluation labs after the regular school day. All local and state agencies including school districts would refer drop outs, unemployed and underemployed youth to the Vocational Center. Reverse the procedure of usual referral, submit the name and address to the Center and a teacher-coordinator will initiate contact. Activities described in item A on page 3 will follow. Coordination of this effort would reduce a large amount of duplication of services by participating agencies.

Some local school districts claim increased involvement in training programs beyond the school day hastens the day of costly equipment replacement. Local budgets can not support equipment replacement alone. To assist CETA and other job training agencies in gaining access to classrooms and labs, a method must be developed to help local school districts replace equipment.

We recommend a title in the Vocational Education Acts providing assistance to states on a matching basis to develop a systematic replacement schedule to allow for changing technology and increased use. Several millions of dollars have been spent in equipment purchases for Vocational Centers in the last fifteen years. Very little assistance followed to maintain the investment. To insure quality and vitality in Vocational Centers, it is important a replacement plan be considered.

Thank you for the invitation to express our concerns and recommendations to improve the delivery of vocational training programs and assist addressing youth unemployment.

RGEEgas6779

RUTLAND AREA VOCATIONAL-TECHNICAL CENTER

RUTLAND, VERMONT 05701

State Department of Education
Vocational-Technical Education
Montpelier, VT 05602

School District: Rutland City

Date Prepared: February 21, 1979

For Fiscal Year ending 6/30/78
Status as of 2/16/79

Prepared by: Lester C. Johnson

This is a report of Vocational Education program completions at the following level (check one)

☒ Secondary ☐ Adult Prep.

READ INSTRUCTIONS BEFORE COMPLETING THIS FORM!!!

Signature of Vocational Director (or Principal where no Director.) Louis Sable

				Known to be NOT Available to Place		Known to Be Available to Place		
Program A	Completions B	Left Prior To Normal Completion Time With Marketable Skills C	Status Unknown D	Continuing Education At Higher Level E	Other Reasons F	Employed Full-Time In Field or Related Field G	Unemployed H	Other Employment I
1. Grand Total (Unduplicated)	264	10	6	42	42	108	10	66
2. Disadvantaged	(62)		(1)	(4)	(11)	(18)	(3)	(25)
3. Handicapped	(6)				(1)	(2)	(3)	
4. Occupational & Special Prog.	xxx	xxx	xxx	xxx	xxx	xxxx	xxx	xxx
01,0000 Agriculture Total	18		1	1	5	8	1	2
01,0100 Agricultural Prod								
01,0200 Agric. Sup/Serv								
01,0300 Agric Mech	4					4		
01,0400 Agric Prod								
01,0500 Ornamental Hort.	5		1		3			1
01,0600 Agric Resources/Forestry	9			1	2	4	1	1
01,9900 Other*								
04,0000 Distribution--Total	6				2	4		
04,9900 Other*								
07,0000 Health--Total	16	1	1	6	1	3	1	5

*Other. Specify by title (new and emerging occupations and cluster programs)

PLACEMENT OF PROGRAM COMPLETIONS IN VOCATIONAL EDUCATION PROGRAMS (Cont'd) ☒ Secondary ☐ Adult Prep.

Program	Completions	Left Prior To Normal Completion Time With Marketable Skills	Status Unknown	Known to be Not Available to Place		Known to be Available to Place		
				Continuing Education At Higher Level	Other Reasons	Employed Full-Time In Field or Related Field	Unemployed	Other Employment
A	B	C	D	E	F	G	H	I
07.0101 Dental Assistance	8			3		2		3
07.0203 Medical Lab Assisting								
07.0303 Nurses Assistant (Aide)	8	1	1	3	1	1	1	2
07.0307 Home Health Aide								
07.0402 Physical Therapy Aide								
07.0501 Radiological Technology								
07.0908 Food Service								
07.9900 * Other								
09.0200 Occup. Prep H. Ec.								
09.0201 Care & Guide of Children	9		1		2	2		4
09.0202 Clothing Mgt., Prod, Serv								
09.0203 Food Mgt, Prod & Serv								
09.020 Home Furn Equip & Serv								
09.0205 Inst & Home Mgt & Support Ser.								
09.0299 * Other-Hospitality	11		1	2		4	1	3
14.0000 Office--Total	56	2		17	6	25	2	8
14.0100 Accounting & Computing	14			5	2	6	1	
14.0200 Keypunching/Theory I E								

PLACEMENT OF PROGRAM COMPLETIONS IN VOCATIONAL EDUCATION PROGRAMS (Cont'd) ☒ Secondary ☐ Adult Prep.

Program	Completions	Left Prior To Normal Completion Time With Marketable Skills	Status Unknown	Known to be NOT Available to Place		Known to be Available to Place		
				Continuing Education At Higher Level	Other Reasons	Employed Full-Time In Field or Related Field	Unemployed	Other Employment
A	B	C	D	E	F	G	H	I
14.0300 General Clerical	12	1		1	1	7	1	3
14.0301 Visual Communications								
14.0400 Communications/Dispatcher								
14.0700 Stenog, Secy, & Related	30	1		11	3	12		5
14.9900 * Other								
16.0000 Technical--Total								
16.0108 Electronics Technology								
16.0109 Electro-Mechanical Tech								
16.0111 Industrial Technology								
16.0113 Mechanical Technology								
16.0114 Metallurgical Technology								
16.0603 Forestry Technology								
16.0605 Police Science								
16.9901 Air Pollution Technology								
16.9902 W & Waste Water Tech.								
16.9900 * Other								
17.0000 Trades & Industry Total	142	7	2	16	25	60	2	44
17.0100 Air Conditioning/Htg Ventil.								

PLACEMENT OF PROGRAM COMPLETIONS IN VOCATIONAL EDUCATION PROGRAMS (Cont'd)   ☒ Secondary   ☐ Adult Prep.

Program	Completions	Left Prior To Normal Completion Time With Marketable Skills	Status Unknown	Known to be Not Available to Place		Known to be Available to Place		
				Continuing Education At Higher Level	Other Reasons	Employed Full-Time In Field or Related Field	Unemployed	Other Employment
A	B	C	D	E	F	G	H	I
17.0200 Appliance Repair								
17.0301 Body & Fender	16	1	1		3	7		6
17.0302 Mechanics, Auto	16			2	3	6		5
17. 0399 Other Automotive								
17.0400 Aviation Mechanic								
17.0600 Business Machine Maint.								
17.0700 Commercial Art. Occup.								
17.0900 Commercial Photo Occup.								
17.1000 Building Trades Cluster	24	1	1	2	4	10		8
17. 1100 Custodial Services								
17.1200 Diesel Mechanics								
17.1300 Drafting Occupations	7			3				4
17.1400 Electrical Occupations	5	1			3	2		1
17.1500 Electronic Occupations	9			4	2	2		1
17.1700 Foremanship, Supervision								
and Mgt. Development								
17.1900 Graphic Arts Occupation	13	1		3	2	5	1	3
17.2300 Metalworking Occupations	13	1		1		8	1	4
17.2305 Sheetmetal								

PLACEMENT OF PROGRAM COMPLETIONS IN VOCATIONAL EDUCATION PROGRAMS (cont'd) ☒ Secondary ☐ Adult Prep.

Program A	Completions B	Left Prior To Normal Completion Time With Marketable Skills C	Status Unknown D	Known to be Not Available to Place Continuing Education At Higher Level E	 Other Reasons F	Known to be Available to Place Employed Full-Time In Field or Related Field G	 Unemployed H	 Other Employment I
17.2306 Welding & Cutting								
17.2801 Fireman Training								
17.2802 Law Enforcement Training								
17.2900 Quantity Food Occupations	14	1		[illegible]	2	7		5
17.3000 Refrigeration								
17.3100 Small Engine Repair	10				2	6		2
17.3400 Leather Working								
17.3500 Upholstering								
17.3601 Millwork & Cabinetmaking	15	1			4	7		5
17.9900 * Other								
17.9900 Stone Trades								
19.050310 Diversified Occupations **	6				1	2	3	
99.0000 Special Programs (Exemplary)								
99.0200 Pre-Post Secondary	( )	( )	( )	( )	( )	( )	( )	( )
99.0300 Occup. Work Experience	( )	( )	( )	( )	( )	( )	( )	( )
99.0400 Disadvantaged 102 (b)	( )	( )	( )	( )	( )	( )	( )	( )
99.0500 Co-op C	(64)	(1)	(1)	(4)	(7)	(43)	(1)	(9)
99.0600 Limited English Speaking Ability								
99.0700 Other *								

*Specify by Title; **If enrollments are shown in 6-digit programs above, include the figures in parentheses to show duplication.
DUE: March 15, 1979

STATEMENT OF LOUIS SALEBRA, DIRECTOR, RUTLAND AREA VOCATIONAL/TECHNICAL CENTER, RUTLAND, VT.

Mr. **Salebra**. Mr. Chairman and members of the committee. I am the director of vocational education for Rutland County, and we do have a vocational/technical center system in Vermont. We have 14 counties and 15 area vocational/technical centers that serve the population.

These are shared-time schools with half-day populations. We are kind of unique, since we are not part of a comprehensive high school. We serve about 600 students during the day, and about 3,000 in the adult evening programs and Saturday programs.

I am in a unique position also because being the director of vocational education, I also sit on the State CETA Council. Vermont has a single prime sponsor, and that is the Comprehensive Employment and Training Office at the State level. So the coordination of services of CETA and vocational education, we are talking about a local agency and a State agency, and we do combine.

The county I represent has a 54,000 population, and we have a workforce of about 25,500 people, and at the present time we have 1,400 unemployed, or around 5.4 percent.

As we see it, the center is very responsible. Since 1940, programs have been taking place in Rutland County, which have made a commitment to support labor, industry and business, and the local education facilities are available for all of these training programs at no charge to the training agencies.

Industrial firms come in and use the center free of charge, the training agencies, and so forth. The center is tuition supported, and that tuition is throughout the county, so they all pay for the in kind services. So the center becomes a hub of training for the country, and it is actually used.

To coordinate the services and provide better services for youth unemployment, CETA is one agency that we look to and we have to submit proposals on a statewide competitive basis. Those are usually awarded October 1, and the school term starts September 1, and they are on a short-term basis year by year.

One of the problems we have in coordinating our funds and our services is the short-term competitive proposal thing, where we do not get long-range programs in place.

We have very successfully used YETP funds. For example, we had a $25,000 contract which 100 percent of it went to youth wages, utilizing school personnel on a transition from school to work program, where all of the graduating participants, 100 percent of them were employed in unsubsidized employment at the conclusion of the program, utilizing our cooperative education program which is already in place.

I have submitted, in my testimony, our followup studies. For the inschool youth, our followup studies show that we have at least a 94- to 95-percent placement in unsubsidized employment in the last 5 years. It is an average. We get the kids to work. The youth are going to work, and they are holding jobs. A 3-year followup maintains those figures.

We are concerned in the county about 400 kids or more that we are not serving, that dropped through the cracks. They are dropouts, and they surface later on through various other agencies, and oftentime, we are talking to State operated agencies that are coming into local school districts, asking for services. Many times, we are talking about tuition or support, and we spend so much time talking about this, nearly more time than we are spending on the training. We need something to coordinate and get faster cooperation, more of the State level coming down, rather than the local agencies trying to provide services for a State agency, and the local board saying: "Who is going to pay for it."

I think if we had better control—I should not say control. If we had, in the act, some funds providing for the YETP wages, or something written in either act providing for the cooperation where it is more long term. Not a proposal-type thing. We have this in place for cooperative coordinators to place disadvantaged youth into jobs, and to write a training program.

Putting disadvantaged youth to work, the co-op program serves the best. Our placements are above 90 percent in that area, and retention is above 90 percent. The cooperative program provides for assessment, big brother type activities, not only developing job skills on the job, but also developing those skills to keep the job. It also provides for improvment training to maintain and grow in the job.

I think that a certain amount of consideration should go into the use of youth employment funds in the private sector. We are finding zero opportunities in many of the occupational areas going to private nonprofit or public agencies. We cannot find a full scope of jobs dealing with those agencies. We need to go into the private sector also.

I think that if we also had more funds for 12-month support—unfortunately, usually the school year is 9 to 12 months, and then another agency takes over for summer youth employment. I think continuity, when we get students placed and have 12-month employment for our job developers, our co-op coordinators, working with the youth and keeping them on the job, this would help. Each youth placed would have a training program, a contract written. This is what cooperative education provides for. We are writing a prescription for each student to succeed on the job and follow him up.

A cooperative education person is a very special person. It is going to get him out of bed, getting him on the job. You are going back to the employer after he has been caught with his fingers in the till, to take him. These are the things that are going to help the kid keep the job, and to change. Not just changing him from agency to agency, but sticking him into one training program, and stay with him until he is there and working.

So expansion of the cooperative education program would certainly be important, and tying that into youth employment and training moneys or provide moneys in the Vocational Education Act for the wage subsistence, and that being on a 12-month basis.

Another area where we can see coordination with vocational education and CETA is to take a look at maintaining what we have already invested in. The Federal agencies and the local agencies, and the State agencies, have invested billions of dollars in the last 15 years into providing all the things in the Vocational Education Act. This is in terms of equipment and facilities.

However, very little has gone into maintain and update, and keep up with technology in the last 15 years. It becomes a tremendous burden on the local agencies to maintain that equipment alone. They are going to have to have some assistance. In Vermont this year, on a combined effort, we did get a little support in equipment on a 75/25 basis to the local agencies, which helped some. But I would like to see something coming from the Federal standpoint as a matching basis for the States to develop some kind of equipment replacement program and preventive maintenance program.

Incidentally, to improve relationships with education and the various other agencies such as CETA in the use of the centers, at the suggestion of the directors, we put in the appropriations bill an article that said, if the local agency did not cooperate with other training agencies, they would not be entitled to the replacement moneys. So we are concerned about cooperating as much as you are, but we do have that issue in there of equipment replacement.

This would make it easier, because what I read is, the local agencies say, "If we let all these agencies use our equipment, it is going to wear out. Then, who is going to help us replace it?" It may be valid in some areas.

In summation, I would like to get on the point that we should look to provide more funds and wage support to expand the cooperative education programs, and also to look at some kind of support to maintain and replace equipment in the centers so that we can provide the services that these other agencies are looking for.

Thank you very much.

Mr. Hawkins. Thank you, Mr. Salebra.

The next member of the panel is Dr. Gerald Caduff, president, Pueblo Community College.

Dr. Caduff, we welcome you at this time, and we look forward to your testimony. Your complete statement will be included in the record at this point.

[Prepared statement of Gerald F. Caduff follows:]

STATEMENT

OF

DR. GERALD F. CADUFF

ACTING PRESIDENT

PUEBLO VOCATIONAL COMMUNITY COLLEGE

JUNE 13, 1979

ON

JOB PLACEMENT VERSUS PROGRAM FUNDING

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

CHAIRMAN

AUGUSTUS F. HAWKINS

AND

SUBCOMMITTEE ON ELEMENTARY, SECONDARY,

AND VOCATIONAL EDUCATION

CHAIRMAN

CARL D. PERKINS

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

I am Gerald Caduff, Acting President of Pueblo Vocational Community College in Pueblo, Colorado. I am married with two children, both of whom are students at Colorado universities. The following is a brief summary of my experience:

1947 Began teaching vocational electronics at Pueblo Junior College.

1957 Department Head of the Electronics Department, Pueblo Junior College.

1967 Director, area of electrical instruction at Southern Colorado State College.

1968 Associate Dean of the Vocational-Technical Division and Head of the Manpower Division at Southern Colorado State College.

1970 Director of the Area Vocational Center of Southern Colorado State College.

1974 Director of the College for Community Services (community college operation within the University of Southern Colorado).

1976 Dean of the College for Community Services.

August 1, 1976 Acting Vice President for Academic Affairs at the University of Southern Colorado.

July 1, 1977 Acting President at USC until October 1977.

October 1977 Acting Vice President for Academic Affairs at USC.

March 1978 Dean of the College for Community Services at USC.

January 1, 1979 Appointed as Acting President of Pueblo Vocational Community College.

INTRODUCTION

The preparation of our youth for initial employment, the upgrading of members of the labor force in necessary skills for continued job success, and the retraining of workers for career change are of prime concern to those of us in vocational education. I am most appreciative of the opportunity to express to you some of my concerns regarding the problems vocational education is facing.

The following pages set forth an historical introduction for the basis of comparison of present vocational endeavors. The current status of vocational education at our institution is then portrayed in light of current legislation and social trends.

PUEBLO

Pueblo has long been an important center of trade. Elevation in Pueblo County varies from 4 300 feet to over 12,300 feet with a variety of climatic conditions, vegetation and wildlife. The location as an historic trade center and the relatively dry comfortable climate have attracted major railroads, manufacturers, government and educational institutions to the area. Pueblo and Pueblo County have grown into leaders in the State of Colorado with a strong and diversified economic base. The Fryingpan-Arkansas water diversion project, which includes Pueblo Reservoir, has recently been completed to the west of Pueblo.

This facility will provide water storage for agriculture and over sixty-miles of shoreline and a 5,700 acre water surface with a permanent pool for recreational use. Pueblo and Pueblo County are continuing to be important in the economic and social growth of Colorado.

POPULATION

In 1970, the population in the City of Pueblo was 97,453 while Pueblo County had 118,238. The population of the City of Pueblo has been growing steadily during the past decade. This growth trend is expected to continue during the 1970's with the City population estimated to be approximately 106,000 in 1977. Although Pueblo County did not experience growth between 1960 and 1970, the population has increased since 1970 to an estimated 126,700 in 1977.

The population in Pueblo County is composed of approximately 66.2 percent White, 31.3 percent Spanish-American and 1.8 percent Black with the remainder including Indian and other groups. Over 65 percent of the families in Pueblo County have annual incomes of over $10,000; 42 percent have incomes in excess of $15,000.

EDUCATION

Two Pueblo County Public School Districts serve the area. Pueblo City School District 60 provides 29 elementary, 7 junior high and 4 senior high schools. Pueblo Rural School District 70 has 9 elementary, 6 junior high, and 2 senior high schools. Private and parochial schools are also available.

Pueblo Vocational Community College (PVCC) provides the post-secondary and adult vocational programs for the community. Its purpose is to provide students with the opportunity to participate in programs of two years or less that meet their immediate educational goals for career employment. Also functioning as an area vocational school, considerable programming is offered at the secondary level for participating districts.

The University of Southern Colorado (USC), located in Pueblo, offers courses of study in four-year and graduate degree programs. Although most of USC's students are from Colorado, there are students from all 50 states and several foreign countries. Pueblo also supports the Southern Colorado College of Business which offers clerical and secretarial courses, as well as a course in hotel-motel management. In addition, the City has four other vocational schools, the Center Beauty College, the Southern Colorado University of Cosmetology, Lavonnes Academy of Beauty, and the State Barber College.

LABOR AND WAGES

In 1977, there were 51,480 Pueblo County residents in the total labor force. Of this number, 75 percent were from Pueblo with the remaining labor force drawn from a 50-mile radius which includes several surrounding rural communities. The largest employer is the government, which employs 9,760 followed by wholesale and retail trades (9,640), services (8,920), and manufacturing (8,870).

The seven largest manufacturing employers are CF&I Steel, Dana Corporation, Alpha Beta Packing Company, Abex Corporation, Rockwool Insulating Company, Richton Sportswear, and Pepsi Cola Bottling Company. The major service employers in the area include the Pueblo Depot Activity, Colorado State Hospital, University of Southern Colorado, and Pueblo County School Districts 60 and 70.

CONSTRUCTION

The number of residential building permits issued fluctuated through most of the 1960's; however, the early 1970's have shown a marked upswing in the number of permits issued. In 1977, there were 532 permits issued for residential construction with a valuation of $13,451,765.

The number of commercial building permits for the City has also fluctuated throughout the 1970's. There were 47 commercial permits issued with a valuation of $5,815,697 in 1977.

RETAIL SALES

Retail sales in Pueblo County have increased steadily each year since 1960. Sales have more than doubled since 1970 with a total of $1.042 billion in 1977. The City of Pueblo produces the bulk of the county's retail sales and had $900.3 million in 1977.

BUSINESS AND FINANCIAL RESOURCES

Pueblo has eighteen financial institutions: eight commercial banks, six savings and loan associations and four industrial banks. The combined commercial bank deposits totaled $270 million in 1977.

TRANSPORTATION

Pueblo is one of the principal urban centers in Colorado. Pueblo is served by its own airport six miles east of the City. Frontier Airlines and Rocky Mountain Airways serve area passengers.

MEDICAL AND PROFESSIONAL SERVICES

A. Hospitals

1. Colorado State Hospital

   An accredited state psychiatric hospital with 1,200 in-patients and 2,718 out-patients.

   Community service is available from family practice residency training programs sponsored by the University of Colorado Medical School.

2. Parkview Hospital

   An accredited private hospital with 300 beds and 3,635 out-patients.

3. St. Mary-Corwin Hospital

   An accredited private hospital with 490 beds and 4,100 out-patients.

B. Number and Type of Medical Personnel

Total Physicians	128
General Practitioners	20
General Surgeons	10
Orthopedists	13
Pediatricians	9
Cardiologists	3
Internal Medicine	21
Rectal Specialists	2
Obstetrician-Gynecologists	8
Urologists	3
Anesthesiologists	4
Plastic Surgeons	1
Ophthalmologists	15
Neuro-Physicians	3
Radiologists	5
Dermatologists	4
Psychiatrists	5
Osteopaths	2
Chiropractors	17
Dentists	56
Registered Nurses	405

C. Nursing Homes

1. The number of nursing homes is ten.
2. The number of beds is 740.

D. Ambulance Service

1. Twenty-four hour service by two ambulance companies.

E. There is a City/County Public Health Department.

F. There are 35 Pharmacies for Prescriptions.

G. Professional

1. The number of lawyers is 136.
2. The number of stock brokerage firms is six.
3. The number of accountants (CPA) is 41.
4. The number of real estate brokers (licensed realtors) is 193.
5. The number of architectural firms is ten.

VOCATIONAL EDUCATION

The original Pueblo Junior College was established in 1933 under local district control. The school specializing in vocational education grew and expanded through the years and in 1961, the Pueblo Junior College District was dissolved and by act of the Colorado Legislature, Pueblo Junior College became Southern Colorado State College, a four-year degree-granting institution governed by the Colorado State Board of Trustees for State Colleges.

As the new four-year college rapidly grew, a new site some eight miles away from the original was selected and a master plan for facility development was established for the new location, which has come to be known as the Belmont Campus. As the four-year thrust developed, the programs and students, which had once been served by the old Junior College (Orman Campus) were moved to the Belmont Campus, as facilities were justified and funded in a piecemeal fashion.

Plans had to be made for the ultimate disposition and utilization of the 35 acre Orman site and its 200,000 gross square feet of assignable space. The Southern Colorado State College administration, the community, and the State agencies realized the need for additional secondary, post-secondary, and adult vocational training in the Southern Colorado area beyond that being provided. Most of the Orman Campus buildings had a vocational orientation and the decision to revitalize the campus as a vocational-technical training center was based on efficiency and program delivery.

A needs study which developed as an "Application for Designation as an Area Vocational School" was completed in October of 1969. Southern Colorado State College was awarded the designation in December of 1969 in cooperation with the South Central Board of Cooperative Services and the Orman Campus of Southern Colorado State College was selected as the service center site, thus determining its ultimate fate. Vocational students from Pueblo, Huerfano, Fremont, and Custer Counties were to be served.

In 1974, Southern Colorado State College gave the name "College for Community Services and Career Education" to the division of the College administering the vocational activities located on the Orman Campus. These vocational programs provide training to secondary, post-secondary, adult, and special students.

In 1975, the Colorado General Assembly passed a bill, House Bill 1381, changing the name of the institution to the University of Southern Colorado. The legislation would also allow the University of Southern Colorado to operate the College for Community Services and Career Education as a technical community college. This clarifying legislation was intended to enable programs to be eligible for State and Federal vocational funds within the State's Community College and Vocational System.

By this time, in the development of the Southern Colorado State College role and mission, vocational programs were experiencing severe difficulty in obtaining adequate funding for survival, not to consider growth. Federal monies, historically available to enrich and/or sustain vocational programs, were denied to four-year colleges.

While the State of Colorado was generous in funding the development and growth of Southern Colorado State College with new facilities and support for the academic areas, the vocational thrust was seriously inhibited. There has been no new facility built to meet the ever-expanding need of vocational education at the institution since 1961.

EDA funds were made available to the University of Southern Colorado for the conversion of Cuthbertson Hall from a residence hall to an allied health training facility in 1976. In 1977, the State Board for Community Colleges and Occupational Education provided capital funds to be added to an EDA grant for the remodel of the Orman Campus Gymnasium into a vocational training facility. Funds through the State Legislature in 1978, will, hopefully, permit the Gymnasium complex to be completed by July 1979 for full utilization by vocational programs. Projected enrollments based on current demand for vocational training indicate a heavy utilization of all facilities on the Orman Campus, if adequate funding can be secured.

Legislative action in 1975, with the passing of House Bill 1381, signaled the recognition that funding postsecondary vocational education in Colorado was problematic. Further, legislative action under Senate Bill 81, passed by the State Legislature in 1978, provided for the transfer of governance of the University of Southern Colorado from the Board of Trustees for State Colleges to the Colorado State Board of Agriculture. A second part of Senate Bill 81 provided for the transfer of governance of the College for Community Services from the State Board of Agriculture to the State Board for Community Colleges and Occupational Education by July 1, 1980. The division of the University called College for Community Services was changed in name to Pueblo Vocational Community College and a new institution established.

During the past decade, the specific roles and functions of the various institutions and segments of higher education in Colorado have become increasingly well-defined.[1]

Within this Colorado State Community College System, Pueblo Vocational Community College provides vocational instruction to the residents of Pueblo, Fremont, Custer, and Huerfano Counties. The College provides approved vocational courses issuing college credit and the appropriate certificate and associate degree. Further, it is authorized to provide contract services and programs at the secondary and adult levels, as appropriate, through the Area Vocational School designation.

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[1] A Plan and a Process for Postsecondary Education in Colorado, Colorado Commission on Higher Education, February 1, 1978, p. IV-144.

The instructional programs offered in the two-year vocational community college are well-defined and approved by the State Board for Community Colleges and Occupational Education. It is noted, of course, that instructional programs are not a static unchanging area, but require continual revision and shifting of resources to provide the appropriate needs to society.

General guidelines that control the development of programs and offerings at the two-year vocational college are outlined below:

- All programs in the vocational college are designed as a terminal degree as opposed to transfer programs, which are designed to allow students to transfer to four-year institutions at the junior level. Terminal degree means the program is designed to provide students those skills necessary to seek employment upon graduation.
- While programs are not designed as transfer programs, all courses will carry college credit, therefore, those specific courses which other colleges find acceptable to a new program may be accepted by that school as transfer courses.

- Full accreditation of the vocational school is being sought from the North Central Accreditation Association. The programs have been approved by North Central as a part of USC, and it is expected that such approval will continue.
- The curriculum leading to the Associate of Applied Science degree includes a small section in general education, which is intended to provide a foundation of knowledge concerning the appreciation of oneself and working within our society. It is felt that overemphasis, in recent years, on general educational requirements have resulted in overly expensive programs and less skill competence on the part of the graduate.
- The vocational college will strive to emphasize evening programs, which permit students to continue to work while they seek an education, or to upgrade their skills for new opportunities. A major goal of the institution is to reestablish the adult education segment of vocational education that for all intent and purposes has been lost to this community. Financial resources for such have been essentially non-existent in recent years.

PRESENT POSTURE

Given the advantages of a streamlined governance with strong vocational advocacy, the physical plant designed for vocational education delivery in mind and the strong admission policy favoring vocational student enrollment, the growth should be exceptional. Such is not the case. Whereas in 1967, there were 917 students enrolled in MDTA programs and 738 in the State supported vocational programs, representing 36% of the total enrollment (see Table I in Addendum for program detail), the CETA enrollment of 110 in 1979 and the 857 State supported vocational programs indicates a loss in actual numbers enrolled by 688 students and a decrease in institutional percentage of enrollment from 36% to 14.3%.

The decrease in vocational training activities at the Pueblo facilities is less than rational in view of the exhibited need. Each semester, course offerings are reduced and sections closed, not because of the lack of student need and interest, but because of the lack of faculty, funding, and facility resource. Faculty positions are allocated to institutions based on formula funding. Full-time faculty equivalents (FTE) positions are allocated on the basis of full-time student equivalent (SFTE) enrollment. The fallacy of this system is readily apparent in that faculty allocations are always based on previous years performance when inadequate staff allocation provided inadequate enrollment.

The ability to provide large, class-size training programs to the CETA prime sponsors is nearly impossible, if the student is to be admitted under regular tuitional and instructional costs. The reason being the lack of resources. The alternative is to accept limited numbers of CETA students into ongoing programs on an individual referral basis. This process has a detrimental effect on all services to CETA whether they are youth or adult oriented.

The Pueblo Vocational Community College, in working with the prime sponsors, has had minimal involvement with the YEDPA Program. The first and only youth project, which has been under development for approximately two years, has just been written in contract form as of the first of June 1979.

The principle involvement of the Pueblo Vocational Community College with the prime sponsors is in providing individual referral positions for students coming into ongoing vocational programs, as indicated earlier in the text. Functioning as a vocational community college with no academic area of concern, it seems reasonable to assume that this institution could become greatly involved in meeting this training need, if appropriate funding resources were to be made available.

Cooperative programs have long been considered and needed in the Pueblo area. Many of the industries in the area have requested such programs; however, again, the funding has been the inhibiting factor in that coordinators and staff to operate such programs have not been made available. Such programs have been operated in the past on a very limited basis on a catch as catch can schedule.

A further compounding of the problem occurs in that programs conducted through funding external to the institutional appropriations cannot be used to generate student FTE for future program enhancement. Another way to state the problem is that "seed" money through federal funding does not insure nor provide for State funding in future operations.

The projections for industrial development in the Pueblo area are good. The steady growth experienced through the seventies is expected to continue throughout the decade of the eighties. Unless some manner of providing additional funds to enable the expanded use of existing vocational facilities is devised, however, this growth may be considered a bane rather than boon. At the present time, the problem of job procurement for the graduating student is not as great as the problem of adequate faculty, class and laboratory availability. Vocational training in the Pueblo area has been at a premium cost in recent years.

SUMMARY

The position I would take regarding employment in the Pueblo area, including secondary and post-secondary areas, is as follows: Currently, there are many jobs going unfilled. The reason being, there is not a skilled workforce available to fill them. The reason there is not a skilled workforce is that the accessibility of the appropriate training facilities

ADDENDUM

TABLE I
PROGRAM DETAIL

MDTA	Enrollment	1966-67 Post-Secondary Students (State Support)	Enrollment	TOTAL
Electronics Technology	79	Auto Mechanics	99	
Electrical Appl. Service	40	Diesel Mechanic	45	
Practical Nursing	48	Electronics	115	
Psychiatric Technician	170	Air Conditioning & Refrig.	16	
Steno and Clerk Typist	74	Vocational-Technical Gen.	21	
Basic Education (Youth)	42	Civil Technology	47	
Heavy Duty Operator	200	Data Processing	83	
Oiler	20	Mechanical Technology	37	
Basic Education	80+	Machine Shop	15	
Combination Welder	24	Metals Technology	5	
Nurse Aide	24	Practical Nursing	70	
Food Service	52	Air Conditioning Service	5	
Laundryman		Welding	20	
Orderly	20	Woodworking	12	
Office Machine Repair	20	Major Appliance Servicing	1	
Auto Body	24	Engine Mech.	5	
		Psychiatric Technician	39	
		Apprentice	20	
		Agriculture	41	
		Home Economics	42	
	917		738	1,655

CETA	Enrollment	1978-79 Post-Secondary Students (State Support)	Enrollment	TOTAL
Air Conditioning & Refrig.	5	Air Conditioning & Refrig.	27	
Auto Body	3	Auto Body	23	
Auto Mechanics	4	Auto Engine Machining	7	
Auto Parts	3	Auto Mechanics	77	
Business & Office Education	20	Auto Parts	13	
Building Construction	1	Business & Office Education	205	
Diesel Mechanics	3	Building Construction	50	
Electronics	1	Dental Hygiene	30	
Machining	1	Diesel Mechanics	64	
Nurse Aide	9	Drafting	2	
Practical Nursing	27	Electronics	97	
Psychiatric Technician	25	Machining	11	
Radiologic Technology	6	Practical Nursing	70	
Respiratory Therapy	1	Psychiatric Technician	19	
Welding	1	Radiologic Technology	49	
		Respiratory Therapy	30	
		Welding	83	
	110		857	967

is not made available, for whatever reason, to those who would avail themselves of it.

It is my contention that federal legislation aimed at the funding of programs at the grass roots level could do much to resolve our problems in Pueblo. We, at Pueblo Vocational Community College, believe that much of the funding that has been brought into vocational education, CETA and other federally funded programs, in the past, have been aimed at problems that are unique to areas other than Pueblo. We, further, feel that in this complex society in which we find ourselves that we need to be given the funding opportunity to solve some of our own problems, rather than receiving help on problems that do not exist for us, or at least that are considerably different than are perceived elsewhere.

Whereas CETA has been effective in providing jobs in public service, vocational education funding could enable efficient training to take place and provide effective linking with the prime sponsors. Monies need to be targeted to the high concentrations of unemployed youth thereby attacking the employment problem by prevention rather than remediation.

Every school cannot be billed individually. Monies need to flow through an existing state agency to provide the necessary coordination between state and local support beyond the start up stage.

STATEMENT OF GERALD F. CADUFF, ACTING PRESIDENT, PUEBLO COMMUNITY COLLEGE, PUEBLO, COLO.

Dr. CADUFF. Thank you, Mr. Chairman and members of the committee. I appreciate this opportunity to speak with you today. I would like to take just a minute to speak to my background and, perhaps, that will give you some insight as to where I am coming from with my presentation today.

I started in vocational education in 1947 as a teacher. I progressed through that into administration as a dean of the vocational/technical division. From there, I moved into the position of acting vice president for academic affairs of the University of Southern Colorado and then as acting president. I am now in the position of the president of the Pueblo Vocational Community College.

I am currently with several agencies dealing with employment. One of these is the Pueblo Manpower Planning Council, which is the local CETA agency. I am on the commission of educational television for the State of Colorado. I am also on the area council for the department of labor by Governor's appointment.

Putting all of these together, I have been involved in vocational education since 1947, and have developed what might be termed rather dogmatic attitudes about it. But I do feel that there are some things that need to be said about the current legislation, and I do welcome the opportunity to speak a little bit off and beyond what I have put in writing today. I would like to elaborate on what I have said.

Our opinion of vocational education, our philosophy is simply "hire" education, h-i-r-e. If we do not get that job done, we are not doing the job. This is our bottom line on it in Pueblo, and as I view it it should be the basic concept of vocational education throughout.

I would like to tell you a little bit about Pueblo. Pueblo is in Colorado, at the southern end, 100 miles south of Denver. Our service area ranges in altitude from around 4,000 to over 12,000 feet in elevation, so we have all of the problems with the various complications of technology in developing the automobile service agencies, et cetera.

In Pueblo, we have a newly developed water diversion project, which gives us 60 miles of shoreline. We are looking at recreational aspects associated with that reservoir. We have water storage programs there for the agricultural thrust in the Arkansas Valley area.

We have several Government agencies. We have the Pueblo Department of Transportation. We have the Government Printing Office. We have the Pueblo Army Depot Activity, which is a missile repair and munitions concern.

We have a city of approximately 97,000 by population count in 1970. Our estimation on it is about 106,000 now, and it is growing. We have about 66 percent white, about 31 percent Spanish surname, the rest being all others. We have about 42 percent of our population in the Pueblo area with incomes of over $15,000 per year, and we have about 65 percent who have an income of over $10,000.

We have an educational system there that involves two school districts, the city and county, plus a university, plus a vocational community college, plus several private and parochial vocational programs.

We have a labor force of around 51,000, 75 percent of those come from Pueblo, and 25 percent come from about a 50-mile radius. Our largest employer in Pueblo is the Government, with 9,700. We have a wholesale trade of about 9,600 employment, and services around 8,800.

Our construction in Pueblo has risen from 1970 to 1977, when we had about $13 million. The commercial is about $5 million.

Our county retail sales doubled to where we are at $1 billion since 1970.

All of this adds together to represent a rather substantial financial community that has a large number of employment possibilities.

Representing all of these agencies, we have 99 advisory members in our 16 secondary programs. We have 154 members in our postsecondary programs, 23 on an overall advisory council to where we have now 276 advisory council people who meet regularly four times a year. The message that we get from these people is that they need our help to develop a trained labor force for them.

Now, to diverge a little from the script. We are not finding difficulty in providing people to be trained and identifying people to be trained. We are having difficulty in being able to provide the funding necessary to do the training.

In the State of Colorado, we have what I consider to be exemplary funding in the legislation at the high school level. This is under CVA 70, the Colorado Vocational Act of 1970.

I am concerned when I see these kinds of statistics. In 1967 we had 917 MDTA students enrolled. In 1978, we have only 110 CETA students. I am wondering why it is that we cannot at this time, when we have an increasing need for employment, we cannot avail ourselves of the enrollment that we are geared up for.

We have recently converted a 35-acre former community college, a junior college, into a Pueblo Vocational Community College. There is no academic thrust. As a matter of fact, for the associate degree program, we are contracting with the university. So we are a 100-percent vocational community college.

Each quarter, each semester, we turn students away because we do not have adequate staff to teach them. The State of Colorado is on a funding program that provides staffing by the FTE, and we base next year's faculty on last year's enrollment. When you once start downward in this trend, it is an ever increasing downward move.

One of our problems is that we do not have the coordination, I feel, between the CETA programs, the CETA money, and the vocational training that we once enjoyed with the MDTA programs. So I think that we have digressed from that in a manner that has not been beneficial.

We, at the present time, are not having difficulty in our placement. We can place all of the students we graduate. Southern Colorado, unfortunately, is noted for the fact that if you become ill in southern Colorado, you don't want to become ill outside of

Pueblo because there are no health services. We can place all of our health program graduates. So our placement records are good.

The problem then, basically, is getting the students into programs for which we have adequate funding to operate them. At the present time, our CETA enrollment is limited primarily to an individual referral situation. If we have an opening, a slot open, we can take them in. We have been working with the EPCA program for approximately 2 years. The first contract is just now being drawn up and it is for a very minimal program in simply job safety. We feel that there is a possibility to expand this widely.

In summary, what I would like to say is this: We have many unfilled jobs in Pueblo. We do not have the opportunity to train the many untrained people we have for those jobs. We would like to see Federal funding directed at the grassroots level, whereby we can solve our problems of getting the local youth into the training programs.

Now I realize that our problems are unique. I don't think they are unique to every place in the country. They are certainly unique to Denver. I think Denver is more in tune with the CETA legislation than are we. But I do think that there are a number of institutions throughout the country who could contribute substantially to the problem of the unemployment of the youth from a preventative standpoint rather than a remediation one, if we could get more comprehensive funding at the grassroots level.

Thank you.

Mr. HAWKINS. Thank you, Dr. Caduff.

Our next witness is Dr. Jerry Olson, superintendent of public schools, Pittsburgh, Pennsylvania.

Dr. Olson, you may proceed.

[Prepared statement of Jerry Olson follows:]

STATEMENT OF DR. JERRY C. OLSON
SUPERINTENDENT, PITTSBURGH PUBLIC SCHOOLS
TO
THE HOUSE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION AND THE SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
JUNE 13, 1979
WASHINGTON, D.C.

Thanks to the subcommittee on elementary, secondary and vocational education and the subcommittee on employment opportunities for the invitation to testify on the issue of coordinating the programs under the Vocational Education Act and the programs under the Comprehensive Employment Training Act (CETA).

Pittsburgh is a good urban school district. It is a good school district period. This year we served 52,000 students in 101 schools. Our twelve high schools and one alternative high school offer a comprehensive program including vocational education. We have 53 vocational education courses to serve our high school youth. In addition, 3,700 out-of-school youth and adults are served at a post-secondary vocational facility presently offering 38 full-time and 20 part-time courses.

Fifty-two percent of our eligible high school students are served by our vocational programs. Forty-one percent of those participating are minority students which is almost the identical percentage of minority students in our high schools.

Our high school vocational curriculum is continually being updated thanks in large measure to the work of 53 advisory committees, one for each of our high school vocational courses.

Within six months of graduation, 63% of our seniors participating in vocational courses find full or part-time work in a related field or go on for further education or training. An additional 13% find work in a non-related field. We believe this overall 76% success rate of our vocational students is an excellent reflection on our programs, our teachers, job counselors, and job placement personnel.

Sixty-four percent of our funds for vocational programs currently come from the local level. Thirty-two percent federal support is being provided for an overall vocational budget of $16.4 million.

The general track record nationally for the Youth Employment Training Program (YETP) and adult public service programs is that they have created fleeting jobs. These jobs have not been tied to solid training which would lead to readiness for permanent employment once the CETA chapter had been written. In CETA there has been a whirlwind effort, like a band of people rushing toward a high cliff. The cliff is reached. The people tumble over into the chasm. The story ends until a new group of CETA people begin another rush to the edge of the cliff. There is no positive continuity, only repeated tragedy.

In the Pittsburgh School District, CETA and the overall vocational education program have been brought under one umbrella. Students move from program to program with a great deal of flexibility while still meeting pertinent rules and regulations. In Pittsburgh, vocational education is part of the general education system. It does not stand in lonely, or selfish, isolation.

Currently in Pittsburgh we are receiving $625,000 for an in-school YETP program. This program serves 500 students. The whole program is aimed at alienated youth. They are alienated for economic, social and academic reasons. They are losers in the struggle of life.

Our YETP program provides 12 hours of public sector paid employment per week for these youngsters, two hours of classroom work related to skills and careers plus one hour of supportive counseling to help the student cope with problems related to his job or his school work.

Our YETP program has a holding power of 96%. Within three months 50% of these students, while still in school, move from YETP to employment in the private sector.

In Pittsburgh, YETP is no dead-end. It is in fact a new beginning where losers become winners, many for the first time.

The present CETA allocation to Pittsburgh for youth, both in-school and summer, totals $3.6 million. The summer segment of $3 million presently is being used to support youth in the most limited make-work situations. There is no meaningful training, only limited skill development, and no future or upward mobility since it all must come to an en[illegible] August.

The total $3.6 million should be provided directly to the School District in a year-round program. Such a program would involve vocational training, public service jobs to practice that training, subsidized private sector cooperative education employment and finally unsubsidized private sector cooperative education.

Differentiated wage schedules, for public service jobs, would permit many more students to be accommodated with the same amount of money in the course of a year. Presently, in the CETA legislation student skills and abilities are not taken into account, therefore, all students on CETA jobs receive the same wages. Establishment of a hierarchy of wages is necessary for CETA placements. Students who are in training would receive the lowest wage. As they move to public sector jobs the wage would increase, based on the responsibility of positions and skills necessary to perform. As they move to the private sector the already established wage laws would apply, but the private sector wages would always be the highest for incentive and motivational purposes.

Hopefully the outcome of all of this would reflect our present experience which finds 75% to 80% of our co-op students staying with their private sector employer on a full-time basis after graduation.

Another effort should deal with the 14 and 15-year-olds who we presently are not supporting. We envision this particular effort as a work-study program administered by the School District.

The task of providing for youth, especially those identified as problem youngsters and disadvantaged, is one of great magnitude.

Between 1971 and 1978 the holding power for schools across Pennsylvania slipped from a level of 85% to a level of 80%. In Pittsburgh, during the same period, we fell from a level of 73% to 64%. Twenty-five percent of our drop-outs are taking place among those who fail to successfully complete the ninth grade. Early work opportunities coupled with their formal education are needed to motivate these students to continue in school. This is a critical stage in the development of youth. Yet no funds from any source are available to address this serious problem. We are suggesting than an entitlement for this age group be made available and that these youngsters, while still in school, be employed part-time in the private sector.

The fact that the teenage unemployment rate is so high, from 20% to 50% depending on age, race, etc., indicates the nature of the problem. Simply stated, these youth lack the motivation, which normally comes with academic and vocational skills, to fit into the labor market.

There is a need for a national initiative in respect to compensatory education for the disadvantaged at the secondary and adult levels. Such compensatory efforts should function as a youth entitlement program under vocational education.

Today the nature of CETA generally is to provide jobs in the non-profit, public sector. This is a delaying process that doesn't improve the capability of the individual to move into the private sector with more skills for more demanding jobs. In fact CETA, as now constituted, may develop a greater dependence on the part of many individuals rather than the hoped for independence.

All CETA programs should be structured to provide an academic, vocational, and job placement component and other social and rehabilitative services that will result in a more employable individual. For each individual in the CETA programs there should be developed an IETP, Individual Education and Training Plan, that will assess the needs and provide the services, as required for a given individual. With adequate funding under a special section in vocational legislation these concerns, these hopes, can be addressed.

I recommend that those sections of various youth legislation, CETA and vocational education, be brought together under one entitlement, under vocational education.

The school districts are ready, able and committed to implement this recommendation.

There is a need, nationally, to update equipment and facilities in vocational and technical schools. Much of the equipment in the schools was purchased years ago with full or partial federal subsidy. Now there is a need to replace that equipment but school districts lack the resources to do so. Some of the replacement needs also are due to federal legislation, for instance in the auto industry. We have need to purchase equipment that is compatible to the new technology required by law in that industry. Equipment replacement is a major problem and there is a need for additional federal and state support to meet that problem.

The metropolitan centers in this country for years have provided vocational education. Generally, although not in Pittsburgh, the large cities do not have the capacity to provide vocational education to all students requesting it. In Pittsburgh, because of our comprehensive high school program we are able to accommodate all youngsters requesting vocational courses. City school systems generally have not invested in new buildings and as a result have inadequate facilities. The funds, in the past ten years, to build new AVTS facilities have been largely for suburban areas.

With the decline in population, there now is room in urban schools to remodel and update vocational facilities.

There is an urgent national need to provide federal and state funds to remodel and rebuild the antiquated facilities in the cities across the nation.

Historically, public schools have had the legal mandate to educate students through the twelfth grade. There are varying degrees of responsibility for those youth and young adults who are out of school. In Pittsburgh, the Board of Education allocates approximately $2 million of local funds yearly to provide comprehensive vocational training for such persons at the Connelley Skill-Learning Center. These funds attract state funds in the amount of $706,000 and federal funds of $1.4 million to provide for the needs of out-of-school youth and adults.

There is the need for a national initiative to encourage state and local school districts to assume responsibilities for this older population. At the present time only the federal government is concerned and committed. This initiative must be in the form of funds that would induce the state and local levels to combine their resources to provide comprehensive education, training and job seeking skills.

The issues touched upon today are huge and challenging. But it is better to tackle them now as we look ahead and prepare for the 1980's rather than blindly carrying over the shortcomings of the present decade into the next. We have learned a great deal in the 1970's. We seek to preserve that which has been successful and change that which we think we can do better by making modifications or sometimes major changes.

Again, thank you for inviting me to Washington.

STATEMENT OF DR. JERRY OLSON, SUPERINTENDENT OF PUBLIC SCHOOLS, PITTSBURGH BOARD OF EDUCATION

Mr. OLSON. Thank you, Mr. Chairman, subcommittee members. I am pleased to come before you today to talk about the coordination of CETA and vocational education.

My job as superintendent is to insure that in the local school districts of Pittsburgh, we do have that coordinating effort, and that is no easy job simply because educators are skeptical of job placement and employment of youth. They simply have not internalized that that can be a very viable part of the education of the children that we serve.

On the other hand, those in the department of labor and those in city government, the prime sponsors, are not convinced that education needs to be equally as important as just simply placing students on jobs. Therefore, it is a coordination effort that does go on in the city of Pittsburgh.

We have about 52,000 in 101 schools. We have 53 vocational education programs. In addition, we serve 3,700 students that are out-of-school youth. About 52 percent of our 11th and 12th graders are served by our vocational programs, 41 percent of these are minority students, and this is about the percentage of minority of students that we have in the city schools.

I can tell you that 50 percent of our students in the city of Pittsburgh are at the poverty level. They are under the criteria of disadvantaged. We have about a 76 percent success rate of our vocational students in terms of placing those on jobs, either directly or in related fields as they come out at the conclusion of the 12th grade.

Sixty-four percent of our funds come from local sources out of a $16.4 million budget. This includes both secondary and postsecondary. About 52 percent are from Federal funds. Nationally, what we have found in the CETA program, I believe, is placing students in fleeting jobs. These jobs have not been tied to solid training, which would lead to readiness for permanent employment in the private sector once the CETA chapter has been written. It just has not been there.

In Pittsburgh, we have made efforts continually to coordinate this effort. We simply will not allow CETA to stand alone, and that has taken a substantial amount of negotiating with the prime sponsor, with the cities to insure that the YETP program, which is $625,000 for our in-school program, serves 500 students. We are able to coordinate the services for 500 students. Remember, we are talking here of 51,000 students. We simply do not have the capability to impact on the large number of students that we have.

We provide them their 12 hours of work, their 2 hours of training, and their 1 hour of counseling. That clearly helps. That, I think, is pointed up by the fact that 96 percent of our YETP program students are able to stay in the program, and that 50 percent of them do ultimately move into the private sector.

In Pittsburgh, CETA and YETP are simply not deadend. A total of $3.6 million comes to us, $600,000 in the YETP program, and another $3 million comes to us in the summer program. We simply are not able to coordinate our summer activities as well as we are doing during the school year. We think one thing that would help would be a differentiated wage schedule, particularly for younger students, in order that we can build a hierarchy of wages as we move from the public sector employment into the private sector employment.

We do have, we feel, a good record whereby 75 to 80 percent of our co-op students do stay with their private sector employers on a full-time basis following graduation. Our followup studies reveal that.

We do have a need for employment of 14- and 15-year-old youth. We believe that some type of work/study program is what is needed, particularly for the disadvantaged.

The holding power in the State of Pennsylvania has diminished. It was 85 percent. It has now dropped to 80 percent, and in Pittsburgh, it has drop from 73 to 64 percent. That is an alarming figure, and one that we clearly are concerned with. We believe that a compensatory education for the disadvantaged at the secondary and adult levels is absolutely necessary. We believe that a youth entitlement program would be very helpful in doing this.

We feel the way CETA is presently constituted may really provide more dependence on the students it serves than on the independence it can give students because it is simply short range job placement, and does not tie closely to education nationally.

We think that the criteria in the regulation that would insist on a training plan, an individually prescribed training plan for each student, would be helpful in accomplishing the marriage between CETA and education.

Ultimately, we would recommend that the sections of education regarding youth legislation, CETA and vocational education be brought together under one entitlement. We, as public educators in the city of Pittsburgh, are ready, able and committed to implement the educational side of the program.

We need some muscle to take to the negotiating table when we are talking with the prime sponsors, with labor, which will insist, in fact, that there be an educational component built into the jobs program, not only for the disadvantaged, but for the handicapped as well.

We know very well that 25 percent of the money goes for those two categories. We are proud of that. In Pittsburgh, we have 800 handicapped students involved in our vocational programs for educable and trainable mentally retarded. These students need employment as well. That can only be brought together when there is a educational component to that job placement side of the picture.

One other point that I would leave with you regarding the local district commitment. Most school districts educate to the 12th grade. In Pittsburgh, we run our own 13th- and 14th-year programs. We put forth $2 million of local funds to provide the comprehensive training in the skill learning center, and supplement that with money that comes from the State in the amount of $1.4 million.

What we have done, in essence, is to provide a core of dollars that will reach the disadvantaged and the handicapped that we serve, both at the high school level and at the post-high school level. Then we utilize the dollars that can come to us, either through CETA or through Federal funds, to expand upon it.

We simply need more to do a better job with so many disadvantaged in our city. We certainly want to take advantage of what we have learned in the 1970's as we project to the 1980's.

I thank you very much for asking me to come to Washington and testify before you.

Chairman PERKINS. I am going to call on Dr. Owen Collins to come around presently.

Dr. Collins, I introduced you a while ago, and then I discovered that you were not in the room. I have commended you as being an outstanding leader and doing tremendous work in the area. I would like to ask you, at this time, to tell the committee what you have done in furthering the cause of career education in our State as well as testimony on the CETA and vocational education programs.

How do you feel that we should tie them together, and what are your views along that line. You may proceed in any way you prefer. We are delighted to welcome you here this morning.

[Prepared statement of Owen Collins follows:]

STATEMENT

By:

Dr. Owen Collins
Career Education Coordinator
Kentucky Valley Educational Cooperative
Career Education Program
Hazard, Kentucky

June 13, 1979

To:

Joint Hearings
House Of Representatives
Sub-Committee On Elementary,
Secondary and Vocational
Education and Sub-Committee On
Employment Opportunities

Statement

My name is Owen Collins. I am a Career Education Coordinator for the Kentucky Valley Educational Cooperative's Career Education Program.

Background

The Kentucky Valley Educational Cooperative is composed of eight (8) counties--Breathitt, Knott, Lee, Leslie, Letcher, Owsley, Perry, Wolfe--which are located in the Appalachian mountain foothills. The centrally located city of Hazard, population 8,300, is the largest city in the region and is approximately midpoint of a line due east from Lexington, Kentucky, to the Virginia border. The geographic area is approximately 120 miles in length and 80 miles in width. Driving time from one end of the region to the other is three (3) hours.

The coal industry has certainly brought changes in the economy of this region; there are those who have amassed considered wealth during recent years, although presently the industry is in a painful slump. But Ceta clientele seldom reap benefits from this industry.

In addition to changing the economy, the coal industry has affected the morale and value system traditional to our area. Emphasis on high salaries and material accumulation is of obvious interest among the young. Some of the more aggressive teachers are leaving the profession for the higher salaries of the coal business.

Although the above information presents a bleak picture, the people of the Kentucky Valley Educational Cooperative area must be commended for rising above many deterrents. Large families have been reared and educated on meager incomes. Education is looked upon by many of the older people as an avenue of vertical mobility for their children.

Public school-wise, there are ninety-nine (99) schools in the Kentucky Valley Educational Cooperative: seventy-six (76) elementary schools; sixteen (16) high schools; one (1) state vocational/techincal school; five (5) vocational extension centers; and one (1) community college. Enrolled in these schools are 32,471 students. In addition, there are 1,373 classroom teachers; 156 administrative and supervisory personnel; 18 guidance counselors; and 129 vocational personnel.

Basically, the schools are traditional and conservative, particularly in the upper grades. For the most part, these schools are organized in the pattern of grades 1-8 and grades 9-12.

Organizational Delivery System

The Kentucky Valley Educational Cooperative originated as a voluntary consortium of local boards of education for the purpose of delivering those educational services and programs that can best be delivered on a regional basis. The Director, Mr. Elwood Cornett, has headed the successful cooperative approximately seven (7) years.

The Kentucky Valley Educational Cooperative is governed by a Board of Directors who are Superintendents from the eight (8) county school systems mentioned above; Superintendents from the three (3) independent school districts of Jackson, Hazard, and Jenkins; and the Directors of the Hazard State Vocational/Technical School and the Hazard Community College. In addition, the University of Kentucky, Morehead State University, and the Kentucky Department of Education have representatives on the Board as non-voting members.

Career Education

The Kentucky Valley Educational Cooperative Career Education Program began in February, 1973, as a K-12 demonstration project. The program has tried many approaches in meshing the world of work into the existing curriculum. After much trial and error seven concepts emerged as the thrust of our career education effort:

- ✓career awareness;
- ✓educational awareness;
- ✓human relation skills;
- ✓economic awareness;
- ✓decision-making skills;
- ✓positive self-concept development and;
- ✓positive attitudes toward all types of work.

These concepts were implemented by a set of methods that are not, when considered individually, unique to career education. But as a package they fit philosophically hand in glove with career education. Among these methods are:

- ✓ hands-on activities;
- ✓ utilization of community resource persons;
- ✓performance objectives;

✓ work-experience;
✓ simulation of career settings;
✓ variety in the teaching/learning process;
✓ utilization of career games;
✓ emphasis on visual aids;
✓ shadowing workers and;
✓ role playing of various careers.

Undergirding every effort of our career education effort, however, was an emphasis that basic education skills must be incorporated into the career education activities, for we held that the best preparation for nearly all careers was the ability to read and write and to do arithmetic.

Like any new program we made our mistakes, finding by trial and error what would work and what would not. But we were successful; in many systems we had schools where there was 100% participation in the career education program. We have been recognized on several occasions by the United States Office of Career Education as having one of the outstanding career education programs in the nation.

Initially our program featured a heavy dose of career information, career exploration, and career planning. More recently our people recognized that we had only touched on perhaps the most crucial factor of one's career success; i.e., one's attitude. And our people began to gear up to conceptualize and formulate a career education program that would deal in clear terms of teaching positive attitudes to our youth toward work. But the Career Education Incentive Act was slashed and in my opinion the most meaningful career education program which we ever entertained was shot down before it got off the ground, but that is another story. However, I will return to career education subsequently.

Causes Of Youth Unemployment

I realize that the purpose of this testimony is to deal with youth unemployment and will address this issue now. Many analyses have been made concerning those factors that cause our youth to be unemployed. Among those that prevail strongest in our area are:

(1) An attitude that welfare is an acceptable way of life. And for those who are unskilled, welfare is more profitable than working as a handy man for those who will not pay the minimum wage.

(2) School systems that are tied to tradition and unresponsive to the needs of youth who are not academically-oriented.

(3) Lack of family support.

(4) Lack of employers who will "take a chance" on a young person. They prefer mature workers.

(5) Communication problems between preparatory programs and the clientele. Youth often do not know of programs designed to help them and when they inquire, they sometimes are deluged with terms such as B.E.O.G. which is meaningless to them.

(6) Insufficient funds, material, and personnel to meet the need.

Ceta and Vocational Education

Ceta and those who made it possible are to be commended for addressing the forgotten people of our society; the disadvantaged young who drop out of high school or who need assistance to stay in school. The potential of these persons, destructively if they are not helped and constructively if they are, is enormous.

And Vocational Education has worked cooperatively and well with Ceta in providing Ceta clientele with training. We have excellent vocational facilities and an able staff and faculty, but they are limited in their service capability due to understaffing and insufficient funds for supplies. Finally, technicalities in financial aid regulations prevent funds from flowing to needy students in many cases.

Perhaps the most positive aspect of Ceta is the fact that students who desperately need funds are able to get them. And I would not want to see this altered, although an incentive system with different level jobs and a graduated pay scale would be an improvement.

But in terms of preparing high school students for stable employment Ceta has several shortcomings in our area. Inadequate supervision, make-shift jobs, inadequate counseling, and a one hour time frame in which to work makes for less than a satisfactory program. In fact, as the program is now structured, it may be doing more harm than good by allowing poor work habits and negative attitudes to be developed.

Career Education and Ceta

The Ceta Program in our area and the Kentucky Valley Education Cooperative Career Education Program entered into conversation early this year concerning the possibility of Career Education taking over administration of Ceta work experience in high schools for the area of the Cooperative.

Working together we developed a proposal that aimed at teaching responsibility to the students, including punctuality in getting to school and work, consistency in attending school and getting to work, honesty and conscientiousness, and taking pride in whatever one did.

Another objective of the proposal was to teach coping skills. Included in this objective were how to relate to authority, how to survive in a bureaucratic society, how to make a plan, and how to cope with a stressful situation.

Growing out of the coping skills objective was one to develop self-appraisal skills. The main thrust on this one was to teach a student to analyze his strengths and weaknesses and to realize his or her uniqueness, an idea which should enhance the self-concept. As we are aware many Ceta clientele suffer from a poor self-image.

Pyramiding on these objectives was a culminating one of work experience. Our proposal called for jobs in the private sector, jobs in the public sector, and school related jobs. Students would rotate every eight weeks from one area to another so as to gain maximum exposure and experience.

We added two support objectives; namely, adequate supervision and academic credit.

We feel that the Ceta people sincerely wanted the program. We had confidence that it would work because of the experience we had had in career education, implementing similar kinds of objectives.

But negotiations broke down basically because of two reasons: the program would have been more expensive than Ceta could fund and we wanted to operate the program for a minimum of three years. Of course, Ceta can fund a program for not more than one year at a time. But, we hold the position that in developing human resources, particularly in working on attitudes, a one year time frame is too short. It is fallacious to assume that a one year program can undo what has been fifteen or sixteen years in the making.

And this leads to a final thrust of this testimony. Does it not make sense to include career education K-12 in new Ceta legislation? Research indicates that remedial education is ter ribly expensive and the rate of success much lower than doing an adequate job to begin with. If attitudes are so important I the career success of an individual, should we not work on thos all through the student's educational career? Just when we wer ready to impact our schools in this vital area, our lifeline wa severed.

Summary Of Recommendations

(1) Emphasize the development of the affective area of students as well as cognitive and skill development. Included are attitudes, coping skills and work habits.

(2) Fund the program adequately so that supervision, counseling, and staff are of high quality. Short-changing a program is a sure way to failure.

(3) Fund the program on a three year basis so that initial gear-up time is minimized and programs can become institutionalized.

(4) Make career education, K-12, an integral part of Ceta legislation. Prevention is less expensive than remediation.

Thank you Congressmen Perkins and Hawkins for inviting me. It is indeed an honor and a privelege.

STATEMENT OF OWEN COLLINS, CAREER EDUCATION COORDINATOR, KENTUCKY VALLEY EDUCATIONAL COOPERATIVE CAREER EDUCATION PROGRAM, HAZARD, KY.

Mr. COLLINS. Thank you, Congressman Perkins. I bring you greetings from your many friends back in eastern Kentucky.

I am the career education coordinator for the Kentucky valley educational cooperative's career education program. The cooperative is a regional delivery system for educational services in eastern Kentucky. It involves the counties of Breathit, Knott, Lee, Leslie, Letcher, Osley, Perry, and Wolfe.

As many are aware, we are in an area where the coal industry is paramount and dominates the economy. We have had an upsurge in the economy in recent years, but right now we are in kind of a painful slump, as I am sure you are aware.

The Kentucky Valley Educational Cooperative Board is made up of these eight superintendents that I have just named, as well as three other independent school systems of Jenkins, Hazard and Jackson. Also, on the cooperative board is the director of the Hazard State Vocational/Technical School, and also the director of the Hazard Community College.

Chairman **Perkins**. Let me interrupt you, Dr. Collins. I think I will ask you to wait until another member comes back before you proceed, and I will run over and vote. We have about 6 minutes left.

[Recess.]

Mr. **Hawkins**. Dr. Collins, would you proceed.

Mr. **Collins**. Thank you, Congressman Hawkins.

I have just indicated that the cooperative board that I work for is made up of the superintendents of the eight counties that I previously enumerated plus the three superintendents from Jackson, Hazard, and Jenkins, plus the directors of the Hazard State Vocational/Technical School and the Hazard Community College.

In 1973, we began a career education program for the cooperative. After much trial and error, we settled on seven major concepts that we would focus on:

Career awareness; education awareness; human relation skills; economic awareness; decisionmaking skills; positive self-concept development; and positive attitude towards all types of work.

Also, there were several methods that we developed which I will not go into for the sake of time, but we had a rather sharp focus in terms of what we were trying to do in terms of career education. Undergirding every effort that we made was the emphasis on basic educational skill development, as we felt that this is probably the best preparation for most any career.

More recently, our people have focused on another idea that we had previously just touched upon, that was the attitude of the kids that we were working with. It was assumed, felt and strongly endorsed that perhaps this should be our new focus, after several years of working on mainly cognitive development because we felt that if we could make a kid positive in his attitude toward work, taking pride in his work, working in this area, we would be able to do a great service in terms of future employment.

I want to leave career education at this moment to go to another aspect of my testimony. I realize that the purpose of this hearing is for youth unemployment and the cooperation with vocational education. I will deal briefly with some causes of youth unemployment in our area.

One of the causes is an attitude that welfare is an acceptable way of life. For those who are unskilled, perhaps it is better than trying to work at a handyman for those who may not even want to pay the minimum wage.

Another cause of youth unemployment is school systems that are tied to tradition and unresponsive to the needs of youth who are not academically oriented.

The lack of family support is another cause. The lack of employers who will take a chance on a young person. They prefer mature workers.

I will not belabor the causes of youth unemployment further, but simply speak now to CETA and vocational education. CETA, in our opinion, has done a great service for a forgotten segment of our society, the disadvantaged young who drop out of high school, or who need assistance to stay in school. We feel the potential of these persons, constructively if they are helped, and destructively if they are not, is enormous.

Vocational education has cooperated well with CETA in providing training. They have excellent facilities in our area, and able staff and faculty. We are lacking in staffing and insufficient funds for supplies, and are not able to meet the needs of those that need to be served.

Finally, technicalities in financial aid regulations prevent funds from flowing to many persons that deserve that money, and we would like to make that a part of our testimony.

In terms of preparing high school students for stable employment, CETA has several shortcomings in area: Inadequate supervision, makeshift jobs, inadequate counseling in a 1-hour time frame in the school, which make for less an a satisfactory program.

In fact, there is considerable evidence that as the program is now structured, it may be doing more harm than good by allowing poor work habits and negative attitudes to develop.

How, does career education tie into CETA? Many of the goals and objectives of career education and CETA are similar. Career education attempts to begin much earlier, of course, at kindergarten, to develop attitudes and concepts that will make a person presumably a worthwhile worker when he gets out of school.

We were approached by the CETA people back in January, I believe, in terms of writing a proposal for us to take over the administration and development of their programs in the schools. So, working with them, we developed a proposal that aimed at teaching responsibility to the students, pride in doing one's work and doing it well, being conscientious and honest in their performance, attending school and work on time.

I know that that is a mouthful, but that is what we were aiming at. It is a very difficult area. We felt that this was where the action was, or where the need was.

Built on this undergirding objective of teaching responsibility, were coping skills, how to relate to authority, how to get along with one's boss, how to make a budget, how to make a plan, and so on.

Then, on top of that, when we had an objective for self-appraisal skills. Culminating all this was a work experience objective in which we would have students in the public sector and the private sector and jobs in the school, and they would rotate every 8 weeks or so, so they would get the maximum amount of exposure.

We were going to give academic credit for this experience, and it was crucial that we have adequate supervision because many of these kids would be out in the communities, working in jobs that could blow up in their face if they were not adequately supervised.

Our negotiations broke off for two basic reasons: One of these was that what we proposed was too expensive for CETA to fund. They simply did not have the funds to manage it. Second, they could fund it only for 1 year at a time.

Since we were dealing with attitudes, Congressman, that were crucial and had been in formulation for 16 years or so, we felt that a 1-year shot simply could not do the job. It is fallacious to assume that you can undo in 1 year's time what has been 16 years in the making.

This leads to the main thrust of my testimony, simply that career education ought to be an integral part of future CETA legislation.

Does it not make sense to include career education K through 12? Research indicates that remedial education is terribly expensive. The rate of success much lower than doing an adequate job to begin with. If attitudes are so important in the career success of an individual, should we not work on these all through the student's educational career. Just when we were gearing up to make an impact on this, our lifeline was severed, but that is another story.

In summary, my recommendations: We feel that vocational education, CETA and career education should emphasize the development of good attitude, positive attitudes, taking pride in one's work, coping skills, work habits, this area. The affective area, if you will.

The second recommendation is that the program be funded adequately so that supervision, counseling, and a staff of high quality can be available. Running a program on a half of enough funds is a sure way to end up in failure.

Fund the program on a 3-year basis so that the initial gear-up time is minimized, and programs can become institutionalized.

Finally, make career education, K through 12, an integral part of CETA legislation. We mention that this is less expensive than remediation.

Thank you, Congressman, for inviting me. It has been an honor and a privilege.

Mr. HAWKINS. Thank you, Dr. Collins.

Mr. Paul Speight, I understand, is the next witness. Mr. Speight is from the Wisconsin Department of Public Instruction. Mr. Speight.

[Prepared testimony of Paul Speight follows:]

TESTIMONY FOR OVERSIGHT HEARING ON COORDINATING VOCATIONAL EDUCATION AND CETA PROGRAMS

Presented by

HOUSE COMMITTEE ON EDUCATION AND LABOR
SUB-COMMITTEES ON
Elementary, Secondary and Vocational Education
Employment Opportunities

June 13, 1979

by

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By: Paul L. Speight
6/11/79

Thank you for the opportunity to discuss the issue of coordinating the programs under the Vocational Education Act and the programs under the Comprehensive Employment and Training Act with the Subcommittee on Elementary, Secondary and Vocational Education and the Subcommittee on Employment Opportunities.

When I listen to the ideas of people, I like to know from what biases they are speaking. Since I have my share of biases, I would like to give you some ideas of where I am coming from. I was trained as a teacher and taught for only a couple of years, but spent about 25 years in middle and top management in business and industry in such positions as operating department-manager, divisional personnel manager, and merchandise manager for Marshall Field and Company of Chicago, district sales manager for the Bissell Corporation of Grand Rapids, Michigan, and director for research and corporate development and product manager for the E. R. Wagner Manufacturing Company of Milwaukee. During those years, I spent 12 years on school boards in both Illinois and Wisconsin, serving as president of the board for three years while in Milwaukee. About nine years ago, because of the growing concern I had for education and wishing to reduce my involvement in industry, I decided to return to the high school setting as a vocational education coordinator. About six years ago I was asked to serve with the Department of Public Instruction where I am now responsible for high school equivalency programs (GED), research in vocational education, both contracted and internal programs, the development of new an innovative programs in vocational education and manpower development, and am the representative of the Department in dealing with the post-secondary Vocational, Technical and Adult Education system, our State labor department, and the various agencies and programs involved with manpower and manpower development under CETA and related Federal Acts. I also serve on the Governor's Youth Commission, Balance of State Youth Committee, and the Wisconsin Occupational Information Coordinating Committee as well as about 15 other advisory committees involved in vocational education, teacher training, alternative school programs, and career education. I also worked part time for the post-secondary Board of Vocational, Technical and Adult Education. I currently hold life licenses as elementary and high school principal, school district administrator, and teacher as well as being a licensed local vocational education coordinator. Along the way I have picked up training in marketing, business management, and engineering. I am sure you can sense that I am heavily oriented toward secondary school education.

At the outset, I would like to point out that Wisconsin is somewhat unique in the way that is organized for providing both educational and manpower services. The State Board for Vocational Education, responsible for the administration of the Federal Vocational Education Act in Wisconsin, is only responsible for post-secondary programs. Under the Wisconsin Constitution, the elementary and secondary school programs are under the State Department of Public Instruction (DPI), which is headed by an elected State Superintendent and has no State Board of Education. Thus, the State Board of Vocational, Technical and Adult Education (VTAE) must delegate responsibility for secondary school vocational education to the DPI. Prior to the Federal Vocational Education Act, the State Board of Vocational Education ran a system of continuation schools which was not directly a part of but was integral to the elementary and secondary system. It was not until the Vocational Education Act of 1963 and the State Vocational Education Act of 1965 that the roles of the secondary and post-secondary systems were redefined in such a way as to charge the high schools with the responsibility for providing vocational education to youth to the age of 20 or high school graduation.

As is true in many states, the control of local school districts is vested in the local school boards, with the DPI exercising little administrative control over the districts other than for specific programs mandated by the State Legislature. As a result, vocational education programs are commenced and operated by local districts as a result of either local initiative or through DPI personnel persuading local districts of the value inherent in a given program.

Since the VTAE system had traditionally been responsible for vocational and manpower programs, the ties between that agency and the State Department of Labor, known as the Department of Industry, Labor and Human Relations (DILHR) and the VTAE system have been closer than between DILHR and the DPI. Prior to 1965, the elementary and secondary school system was perceived as being college preparatory while the VTAE system was viewed as a continuation system designed to accommodate the dropout and the less well academically endowed youth who would enter the world of work via a trade. As child labor laws were enacted and compulsory school attendance laws were set in place, the age for entering the semi-skilled and skilled labor forces in Wisconsin was gradually raised to the point where the State policy was that no one would enter the labor force before the age of 18. At the present time, no one may enter an apprenticeship in Wisconsin until they are either 18 years of age or have graduated from high school. The fallacy of that policy did not emerge until recently when we realized that nearly half of the adult population of our State had not graduated from high school while, at the same time, one-third of the 16 year olds, half of the 17 year olds, and two-thirds of the 18 year olds were already in the labor force, many on a full-time basis.

At the time that MDTA and the original CETA Acts were enacted, State policy remained that 18 years was the minimum age for participation in any manpower training program. This was also true when the Youth Employment and Demonstration Projects Act was added to CETA. As a result, until very recently, almost no CETA resources were available for use within high schools. The vast majority of funds available for youth, including the 22 percent set-aside of youth training funds, were expended on high school aged youth through public service employment operated by prime sponsors or community based organizations such as the Farmers Union or CAP agencies. The net result of these policies was that there was a continuous gap between those programs operated through the DILHR, the VTAE system, and the Governor's Manpower Office and those operated by the elementary and secondary school systems of the State of Wisconsin.

The Vocational Education Act and the Comprehensive Employment and Training Act including the youth titles have brought about substantial changes in both the educational and manpower delivery systems in Wisconsin. However, we are not sure that we have properly interpreted the intent of Congress as contained in these acts, or that the acts have properly interpreted the needs of our State or the nation. Stated simplistically, we think Congress is trying to solve a variety of social problems among which are poverty, discrimination against a variety of groups including minorities and women, the concerns of the handicapped, and changes in the American family. At the same time, it would appear that there is an attempt to upgrade both the labor force and education. These goals are based on interpretations of the manpower needs of business, industry, and our communities. If this recitation is reasonably correct, it is a substantial order. Neither is as simple as it appears on the surface since attempted resolutions to these problems lay bare a host of sub-issues.

Both vocational education and CETA have been severely criticized, with Congress coming in for its share of the fall-out. However, I am not sure that those who criticize necessarily know the real facts of how these programs have been constructed or the goals to which we aspire. Neither am I sure that the critics have properly defined the issues, or that they are aware of many of the sub-issues. Before we attempt to evaluate our critics, it would appear that we should further examine and re-define some of the issues.

The statement that ours is a credentialled society is not new. Recognition of this is contained in Title IV of CETA in the requirement that youth programs should lead to high school or high school equivalency diplomas for those who have not earned these credentials. It is well recognized that the high school diploma is a basic prerequisite for entry into advanced educational and many training programs. In Wisconsin, the diploma is a prerequisite for entry into any certificated or licensed trade. The sub-issue in this question is that a high school equivalency diploma, or any credential issued either by a non accredited high school or another agency such as the State Department of Education, is not accepted on the same basis as a high school diploma. It is disturbing that CETA encourages the earning a diploma through GED tests equally with earning a regular diploma.

There are many who are quick to point out that a high school diploma does not guarantee that a person has, in fact, completed a high school course of study or that they can even read or write. This is true. However, there are many instances where credentials other than a regular high school diploma are not accepted. To mention a few; (1) no one may enter an electrical worker apprenticeship anywhere in the United States if they do not possess a regular high school diploma; (2) while requirements change from time to time, the Marine Corps is not currently accepting equivalency diplomas for enlistment and the Army will not accept females with equivalency diplomas although it will accept their male counterparts; (3) there are at least six specialties in the armed services which are closed to holders of equivalency diplomas but can be entered with a regular high school diploma. In the State of Wisconsin, one may not be granted a barber's license if he or she has an equivalency diploma unless it can be established that at least two years of regular high school were completed before droppint out. The University of Wisconsin-Madison will not admit holders of an equivalency diplomas unless they have completed courses in high school algebra and geometry although holders of a regular diplomas may be given provisional entrance even though the algebra and geometry requirements have not been met.

I have corresponded and talked with representatives of the Army regarding what I consider to be discrimination within the services based on State-issued high school equivalency diplomas. The reason I have been given for this discrimination is that the Army's experience has shown that holders of equivalency diplomas have a much higher premature separation rate from service than holders of regular diplomas. It would appear that the equivalency diploma is being used as a psychological screening device rather than an indicator of the ability of a person to perform at a given educational level. Not only is this practice contrary to the intended use of GED tests, but, in the cases of youth who may be encouraged by CETA operators of youth programs to gain equivalency diplomas rather than returning to school, it leads to the perpetuation of a disadvantagement since many areas of the armed services are closed to them. Any program which allows young persons to make the judgment that there are quicker and easier ways of getting beyond the high school is, in fact, doing that person a serious disservice. Equivalency diplomas must be reserved to those who cannot mentally or emotionally cope with the high school program, with all its shortcomings, to the point where a diploma can be granted. The high school equivalency diploma is a second chance for those who have become totally alienated from the school setting and have gone beyond the point of no return.

Another programmatic issue is that of providing training for entry into the world of work. Again, sub-issues emerge. In the variety of manpower training programs designed primarily for adults, particularly those programs designed to provide some sort of work experience or gainful employment for the unemployed, the solution of public service employment has been reasonable. However, in dealing with youth, a public service work program without a training component provides too little in the way of saleable skills. This was recognized when coop programs were developed under the Vocational Education Act. The coop program is one in which job skill development and classroom training are closely interwoven. As practiced in Wisconsin, coop programs are under the direct supervision of specially trained teachers who not only provide classroom or laboratory instruction related to specific skills within a cluster of jobs, but assists the student in securing on-the-job-training in a regular job setting, and works closely with the employer in making sure that the classroom training is closely related to the actual work being performed. Further, the coordinating teacher must insure that the student is being rotated through a series of work experiences so that the maximum amount of training and exposure is attained. Not only is this an excellent training program for the youth involved, but it is an excellent public relations tool to make sure that schools are responding to the work force needs of the community. We have found coop coordinating teachers from local school districts have a rapport with employers which is seldom equalled by any other agency sponsoring training. Part of this, of course, is the local tax stake that local businesses and industries share with the population of the local community.

Because of the requirements for determining employer satisfaction with graduates of vocational education programs contained in the Vocational Amendments of 1976, the DPI contracted with the University of Wisconsin-Stout to obtain employer evaluations of the vocational education programs being provided by Wisconsin high schools. Employers consistently rated graduates of Wisconsin high school vocational education (Capstone) courses more highly than those of other or no training. (Appendix A)

Since the advent of YEDPA, another problem appears to be surfacing. Some youth appear to be developing a program ethic rather than a work ethic. With the reduction of the age of majority from 21 to 18 years, young people are often left to their own devices at an earlier age particularly those from disadvantaged backgrounds. It has taken little time for these youth to develop an informal communication network designed to inform each other of available programs requiring little effort to obtain substantial support. These programs range from college students obtaining food stamps as a way of extending limited resources while in school to high school students dropping out of school as soon as they reach their 18th birthday in order to take advantage of subsidized public service work programs.

In Wisconsin, evidence of the dropping out of school to participate in non-school based work programs is apparent in two sets of data. During the 1977-78 school year, school dropouts rose an unprecedented 16 percent, or from 14,831 to 17,222 youth. This translated into a dropout rate increase from 4.4 percent of the total high school population to 5.3 percent. While there has been a gradual rise in dropout rates over the past ten years, a jump of almost a full percent in one year has not previously occurred. (See appendix B) The other evidence is contained in the increase in the numbers of under-aged youth taking the GED Test for high school equivalency diplomas. Under-aged youth are those 17-18 years of age whose class has not yet graduated from high school. This activity reached the point during September, 1978, the beginning of the school year, where clarification for high levels of under-aged testing was requested from a number of testing centers. Several reported that youth, particularly in school districts with compulsory attendance to age 18, were testing out of high school in order to continue work programs. (Appendix C) (Note: Wisconsin has a dual age level for compulsory high school attendance. The 35 high school districts which also contain attendance centers of the VTAE system have compulsory attendance to age 18. The remaining 349 districts have compulsory attendance to age 16. However, in terms of population, the 35 districts with compulsory attendance to age 18 contain 46 percent of the total high school population of the state.) Based on eleven month's activity for the current year, it is apparent that the upward trend in the under-aged testing is continuing since the latest months' testing show a range of from 20 to 27 percent under-aged compared with a range of from 12 to 18 percent for the previous year. (See Appendix D).

Three additional sub-issues deal with training versus education. While there have been a variety of definitions of the terms training and education, for the purposes of this discussion, I would like to make only one distinction. For our purposes, training consists of the specific motor and cognative skills required to perform a specific job in a specific area of employment. Education would include not only specific skills, but would also include the peripheral knowledge required for a person to be able to function at any level within an area of employment. Within the context of this discussion, the difference resolves itself down to the question of whether a person should be trained for a specific job, i.e. welding, or whether the training should be provided for a cluster of skills which would allow the individual to function at job entry level in a variety of jobs in the metal working industry. This question, then, leads naturally into the question of how best to provide this education or training and what agencies should be individually or jointly responsible for ensuring that each young person is being provided with the best service, given that person's interests, aptitudes, and abilities to benefit from the program.

The third question is that of where best to direct resources. Should they be directed toward the providing of programs or should they be directed toward providing direct support and services for the client. More properly, what is the proper balance between the two approaches.

There are no easy answers, and the answers we can see today may not be reasonable tomorrow. A number of substantial changes have emerged over the past ten years. During this time, Congress has charged a variety of agencies with the responsibility for providing the programs and training, many times in competition with each other. Each agency, in turn, has been most willing to accept the mantle of responsibility and the accompanying largesse, each confident that solutions, while not easy, were attainable. While progress has been made, it has frequently been characterized as too little, too late. It is finally becoming apparent that the answers do not lie totally in training programs and support funds, but rather in the need for a fundamental change in approach. Barry Stern in

Toward a Federal Policy on Education and Work stated the problem clearly when he observed that vocational training for jobs that do not exist simply will not work. What we really need is an economic policy which will accommodate the numbers of people who need to be employed.

Over the past several months there has been an increase in the literature on entrepreneurship. A couple of years ago, when we first began discussing the possibilities for this type of training in the high schools, there were few takers. Today, there is a rising tide of interest. In retrospect, we should have known all along that this was the way to go, but we were too used to the "big industry syndrome" in which the training programs were supposed to be designed to provide the skilled work force for the growing industrial base. With the cooling of the economy, growth has not kept pace with the demand for jobs.

Training for entrepreneurship has been going forward in high schools since the Smith-Hughes Act of 1917. Every young person who has been trained in a high school agriculture course and who has gone home to take over the family farm, often to do a better job with it than his father did, has gone through an entrepreneurship course in high school. There is no reason, through a multi-diciplinary approach to vocational education, that the same results cannot be achieved in any field of endeavor. However, for this program to be successful, we are going to need to be much more successful than we have been to date in getting all of the agencies of government to work together to provide the resources and expertise needed to operate a comprehensive program of education for entrepreneurship. At the same time, we are going to have to scrap many of our dearly held models for vocational training leading to a specific job.

The advantages of such an approach are many. To cite a few: (1) In the cases of disadvantaged, handicapped, and minority persons, an incentive is provided for upward mobility which is not present in merely training for an existing job working for

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a large corporation where the disadvantagement tends to lock the individual onto the bottom of the ladder. (2) Youth will enter employment with a sense of striving for proprietorship. One of the major criticisms which employers have for current programs is that the trainee, while being technically competent, has no sense of responsibility for the job performed or the product produced. (3) New jobs will be created. Those who have attempted to contract for a wide variety of services in recent years can attest to the need for the development of programs which will provide many needed services in most communities. Some training programs are already cashing in on these needs. (4) The economic life of depressed communities will be enhanced by resources being brought in through new businesses and industries.

We need to move before we are forced into moving by a variety of changes that are already commencing to appear. We are already aware that in a matter of four to five years, the numbers of young people entering the labor force will be diminishing. The elementary schools of this nation have already felt virtually the full effect of this in the reduced numbers of children in the lower grades. In Wisconsin, 1978-79 was the first year in which the numbers of high school students began to drop. As this group enters the labor force, we may find ourselves faced with shortages of manpower. As long as 15 years ago, I was informed by the engineering management of General Motors that the company had the ability to produce an automobile never touched by human hands. This has not occurred. In large part, this is because of the possible economic impact on the economy of the country. No doubt most of you remember when G.M. attempted to automate their Vega plant in Indiana. It precipitated one of the more serious strikes experienced by the company. However, as labor becomes short, these moves will occur. We need to view this movement carefully, however, since the birth and fertility rates have already begun reversing themselves. For the past four years, the birth rate in Wisconsin has gone up an average of five percent a year. At that rate, at the end of ten years our birth rate will have gone up 63 percent against the 49 percent drop that we have experienced over the previous ten years.

At the same time it would appear that we can no longer be naive about population mobility. We now know that the so-called mobile population of the United States is mostly myth. What we are now seeing is an exodus from the cities of Wisconsin back to the rural areas from which our baby-boom youth escaped five to ten years ago. Our large cities are attempting to unload unused school facilities at a time when many of our small rural areas are having to build additional facilities. Had we realized the population is not really mobile, we could have predicted that this was going to occur.

We need to better understand and predict our work force mix. Little did we realize, only a few years ago, that the economic and social structures of our country would reach the point where about half our women would be in the labor force. We need to devise more effective ways of predicting substantial shifts in the labor force.

If we are to make the shifts in our education and training programs and policies, the first requirement is a shift in our attitudes. We need to talk about people outcomes from programs rather than programmatic outcomes from people. For vocational education this means:

1. We need to get closer to reality. Youth needs to feel in touch with the real world of work both in the classroom and on a job. This can be accomplished through expanded programs of coop education, along with bringing other agencies into the school. In Wisconsin we have in-school job placement programs in more than half of our high schools. These are the joint effort of the DPI and Job Service Wisconsin. We have found that in bringing a Job Service Specialist into the high school brings in a feeling of the "real" world of work and achieves a credibility with youth that the school counselor who, in the eyes of the student, has never "worked",

cannot. At the same time, the credibility of the school is not undermined. If we are to keep our young people in our schools so that they attain the full high school credential, this is important.

2. We need to dispel stereotypes of various kinds of jobs as being menial, dead-end secondary employment, or otherwise undesirable. As Bill Raspberry of the Washington Post observed, there are no dead-end jobs, only dead-end people. Every job can be a stepping stone to something else. This is a primary difference between training and educational programs. Many skill training programs build unrealistic expectations regarding entry level employment. An educational program which is career and employment oriented teaches that each of us must start somewhere and use each experience as a stepping stone to something better. At the same time, it must be recognized, as pointed out by Dr. Cal McIntyre, supervisor for career education for the Milwaukee school system, there are two types of workers; those for whom work is an end in itself, and must be satisfying, and those for whom work is a means to an end. That end may be a car, a boat, or, on the other hand, may be further education or training as a means of reaching other goals. Part of the charge of education is to draw these distinctions and to assist young people in attaining their goals. Too often mere skill programs are content with providing immediate gratification without the additional ingredient of aspiration.

3. We need to end the attempts of schools to get rid of problem students. It is time that we establish that all young people, as the courts have established in the cases of handicapped youth, are entitled to an equal opportunity for an education. To accomplish this we are going to need to reevaluate our teacher and counselor training programs and inservice programs. This is particularly true at the present time since many of our teachers are aging.

Providing programs to keep problem students in school is expensive. During a series of recent CETA hearings throughout Wisconsin, it became quite clear that the primary success ingredient of community based "alternate schools" was a low pupil-teacher ratio. All testified to successful operations in a variety of settings including store fronts, churches, abandoned schools, and factories, but all agreed that ratios of 5 or 6 students per teacher was maximum. Few public schools can afford the luxury of this type of program without outside support.

In the case of CETA:

1. We must strengthen links with education. In Wisconsin, only a few years ago, it was State policy that no CETA funds would be expended on in-school youth or persons under the age of 18 years. We still have prime sponsors with policies of spending youth funds only for on-the-job training or providing incomes for youth. We are having difficulty establishing that the current Title IV requires monetary as well as non-monetary contracting with high schools in order to expand programs as a means of better serving CETA eligible youth. Balance of State Prime Sponsor is currently proposing that no more youth programs will be funded out of CETA Title II, but will be condensed under Title IV. The DPI is objecting on the basis that this action is contrary to the law. However, the bottom line is to free up funds currently being allocated to community based organizations so that 22% set-aside funds will become available in order to provide contracts with LEA's, as required by the current Title IV regulations.

2. We need to establish policies or legal provisions making it more difficult for youth to drop out of school to participate in CETA based work programs. We have been seriously discussing the possibilities for recommending that no under-aged youth be allowed to participate in GED testing or that a policy similar to the old (MDTA) Manpower Development and Training Act be established requiring a cooling-off period between dropping out of high school and the participation in a CETA program. Most of all, we need to train CETA youth program operators in ways of keeping youth in school while they participate in CETA funded work experience and work training programs.

On the positive side, school coop training programs can be vastly expanded. One of the major deterrents, to date, has been employer reluctance to pay Federal minimum wages to trainees. The Targeted Jobs Tax Credit law will help reduce this problem. However, we have an even better opportunity for keeping youth in school if CETA youth employment funds were used in COOP programs as training stipends to reduce costs to private sector employers. To date, this has not been done in Wisconsin.

At the same time, we need to reduce the paper load on schools participating in Vocational Education Act programs. We lost 40 LEA's from Federal programs of vocational education this past year since they determined that the costs of reporting and evaluation were so great that they more than offset the fiscal advantages of participating in the programs. In addition, we have a differentiated state aid program for the schools of Wisconsin in which, if a given school has a sufficient level of real estate tax resources behind each pupil, that school may receive no state aids. At present, nearly one-third of the schools receive little or no state aids. In these cases, when low state aids are coupled with low levels of Federal aids, school districts may elect to ignore demands for either information or services unless state law requires compliance. At present, we have over one hundred schools on which we cannot exert sufficient pressure to gain the information required under either CETA or the Vocational Education Act, including VEDS. These schools will not move until such time as sufficient incentives are supplied so that it becomes economically feasible to comply.

Our in-school job placement program which placed more than 23,000 young people last year, has been expanded to include CETA representation. We believe that prime sponsor representation on job placement teams will alert CETA personnel to opportunities for providing services to school aged youth in ways that would not have been previously possible since the CETA personnel would not have been in a position to know the needs of these youth.

It is apparent that Congress was attempting to bring services closer to local communities when CETA was enacted. However, the school systems are the only social agency present in every community of the Nation. During this period of falling high school enrollments, more and more school facilities will be vacant or under-utilized. This is a golden opportunity to bring manpower services closer to the community by providing incentives for utilizing school facilities to house a wide variety of human services. One of the fall-outs we have experienced with our in-school job placement program is that when the job placement teams were successful in placing a youth in a job, parents would contact the team to see if they could also be placed. Many teams have been successful in providing training in job seeking and job placement services to parents of youth who have been previously served. This concept could be extended to all the human services which should be present in every community.

We invite all of you to come to Wisconsin and take a look at some of our innovative vocational education programs. We would like you to visit with some of our vocational education teachers and determine for yourselves the level of dedication we have among these people. Wisconsin is recognized nationally as having one of the finest post-secondary vocational systems in the country. We would like to show you the other half - an equally fine system in high schools.

Thank you for your interest and for the opportunity to appear before the committees.

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Appendix A

Employer Followup

DO EMPLOYERS PREFER TO HIRE VOCATIONALLY TRAINED GRADUATES?

Table 4 displays employers feelings of preference in hiring graduates with high school vocational training.

Table 4

EMPLOYERS PREFERENCE FOR HIRING VOCATIONALLY TRAINED GRADUATES
N = 309

"From past experience, would you prefer to hire persons who have had high school vocational training?"	Employer Response %
• No preference	16
• Some preference	41
• A good deal of preference	41

Four out of every ten employers responding indicated they had a good deal of preference in hiring vocationally trained persons; over eight out of every ten employers responding indicated either some or a good deal of preference, while 16% voiced a "no preference" response.

HOW DO EMPLOYERS RATE JOB ENTRY SKILLS OF HIGH SCHOOL VOCATIONAL GRADUATES?

Table 5 depicts employers response ratings of the job entry skill level of high school vocational as compared to non-vocational graduates.

Table 5

EMPLOYERS RATE JOB ENTRY SKILL LEVEL
OF HIGH SCHOOL VOCATIONAL GRADUATES

N=309

"From past experience, how would you rate job entry skills of high school vocational graduates as compared to persons who have not had high school vocational training."	Employer Response %
• Have not had the opportunity to compare	37
• No difference seen in job entry skills	8
• Non-vocationally trained persons have a higher job entry skill level	1
• Vocationally trained persons have a higher job entry skill level	52

Of those employers responding who did have the opportunity for comparison, over 8 out of 10 rated the vocationally trained person as having a higher job entry skill level (52% out of 61%).

HOW DO EMPLOYERS RATE GRADUATES' ATTITUDE TOWARD ON-THE-JOB TRAINING?

Table 6 displays employers ratings of the attitude of the employee (Capstone graduate) toward on-the-job training.

Table 6

EMPLOYERS RATE GRADUATES ATTITUDE TOWARD ON-THE-JOB TRAINING
N=309

"What has been this employee's attitude toward on-the-job training?"	Employer Response %
• No training has been offered	3
• Negative, resists training	1
• Acceptant, but needs prodding	13
• Positive, willing to learn	52
• Very positive, eager to learn	31

Eighty-three percent of the employers responding felt the graduates attitude toward on-the-job training was either very positive, eager to learn, or positive and willing to learn. Thirteen percent of the employers responding felt the graduates attitude was acceptant of on-the-job training with some prodding needed, while 1% felt the graduates' attitude was negative or that the graduate resisted on-the-job training.

HOW DO EMPLOYERS RATE CAPSTONE GRADUATES ON GENERAL JOB RELATED SKILLS?

Table 7 displays employers response ratings of graduates preparation in a variety of general job related skills.

Table 7

EMPLOYERS RATE GRADUATES JOB SKILL PREPARATION

N=309

"In the following aspects of employment, how well prepared was this employee for the job for which hired?"	Employer Response Mean	Employer Response SD
• Ability to work with co-workers. . . .	4.1	.93
• Accepting advice and supervision . . .	4.1	.99
• Quantity of work, output of satisfactory amount.	3.8	.98
• Quality of work, ability to meet quality demands	3.8	.93
• Understanding the value and importance of work	3.7	1.00
• Use of tools and equipment	3.6	.97
• Selection and care of space, materials and supplies	3.6	.90
• Understanding, in general, the U.S. economic system (supply-demand, inflation, recession, etc.). .	3.2	.92
• Working in a leadership role	3.1	1.09

Employers were consistently in a high level of agreement in rating graduates from adequately to well prepared on the general job skills listed above. These skills are shown in rank order based on the mean rating received.

Rating Scale

Well Prepared		Adequately Prepared		Not at all Prepared
5	4	3	2	1

Standard Deviation

0 to .60 = Very High Level of Agreement
.61 to 1.20 = High Level of Agreement
1.20 to 1.80 = Moderate Level of Agreement
1.81 & above = Low Level of Agreement

HOW DO EMPLOYERS RATE CAPSTONE GRADUATES ON JOB RELATED PERSONAL QUALITIES?

Table 8 displays employers response ratings of graduates on a variety of personal job related qualities.

Table 8

EMPLOYERS RATE GRADUATES JOB RELATED PERSONAL QUALITIES

"Please rate each of the following personal qualities of this employee."	Employer Response Mean	SD
DEPENDABILITY: Promptness and reliance in attendance	4.2	.95
COURTESY AND FRIENDLINESS: Shows consideration and kindness toward others.	4.2	.88
PERSONAL APPEARANCE: Neatness, cleanliness, appropriate dress and grooming.	4.2	.94
RESPONSIBILITY: Willingness with which work is accepted and performed. . .	4.1	.91
COOPERATION: Ability to work in harmony with others	4.1	.96
WORK ATTITUDE: Degree of enthusiasm with which one performs work	3.8	1.05
INITIATIVE: Ability to plan and direct own work	3.8	.98
JUDGMENT: Ability to make sound decisions. . .	3.6	.95
LEADERSHIP: Qualities of understanding people and directing work of others.	3.3	1.00

Employers were consistently in a high level of agreement in rating graduates above average on the personal qualities listed above in rank order based on the mean rating received.

Rating Scale (key)

Above Average		Average		Below Average
5	4	3	2	1

Standard Deviation (key)

0 to .60=Very High Level of Agreement
.61 to 1.20=High Level of Agreement
1.21 to 1.80=Moderate Level of Agreement
1.81 & above=Low Level of Agreement

Appendix D

INFORMATION SERIES
Number 12
Date FEBRUARY, 1979

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STUDENT DROPOUT REPORT BY COUNTY

The percentage rates, as shown in the following report, are calculated by dividing the district dropouts for each county by the district 9-12 enrollment of the respective county for the previous year. In this report, we have indicated a comparison of the dropout figures for three years, e.g., 1975-76, 1976-77, and 1977-78.

Dropouts include:

> Pupils who dropped out during the regular school year and did not transfer to other schools or re-enter the same school; OR
>
> Pupils who completed the regular school year but did not re-enter or transfer for the current school year.

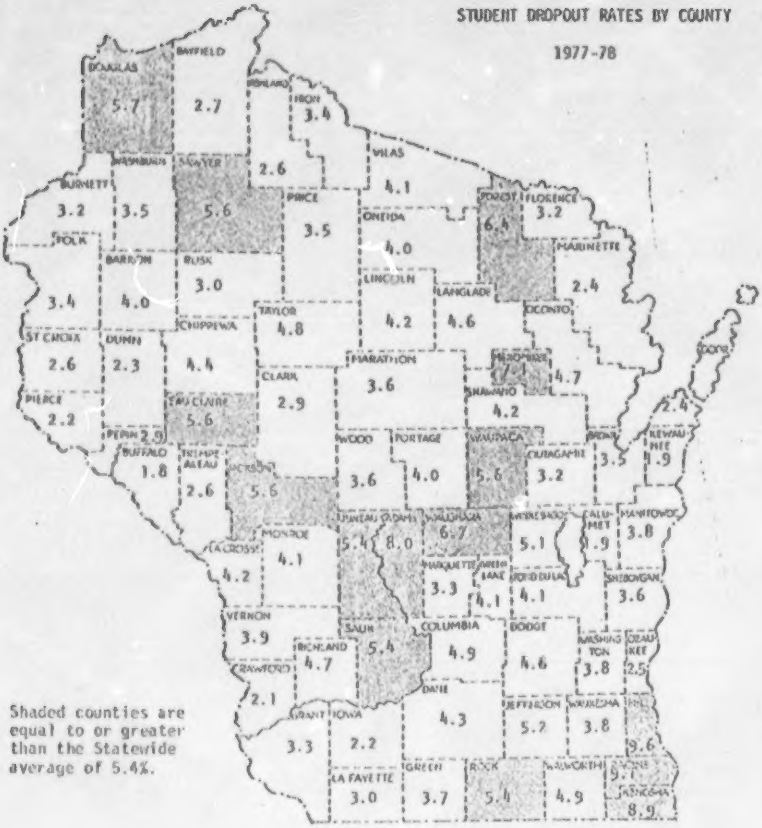
The 1977-78 statewide average dropout rate was 5.3%. Fifteen counties or 21% were equal to or greater than the state average.

	DROPOUTS REPORTED FALL 1976	PERCENTAGE OF 9-12 ENROLLMENT (1975)	DROPOUTS REPORTED FALL 1977	PERCENTAGE OF 9-12 ENROLLMENT (1976)	DROPOUTS REPORTED FALL 1978	PERCENTAGE OF 9-12 ENROLLMENT (1977)
Adams	41	5.7	54	7.0	61	8.0
Ashland	25	2.0	78	6.0	32	2.6
Barron	121	3.8	112	3.5	127	4.0
Bayfield	23	2.4	15	1.5	26	2.7
Brown	319	2.4	356	2.6	480	3.5
Buffalo	29	2.5	18	1.6	20	1.8
Burnett	24	3.1	27	3.6	25	3.2
Calumet	41	1.8	33	1.4	44	1.9
Chippewe	256	6.8	143	3.8	159	4.4
Clark	56	1.8	78	2.5	84	2.9
Columbia	176	4.2	182	4.2	205	4.9
Crawford	34	3.0	25	2.2	24	2.1
Dane	683	3.4	817	4.1	834	4.3
Dodge	116	3.3	114	3.2	156	4.6
Door	32	1.8	41	2.3	42	2.4
Douglas	172	5.2	104	3.2	180	5.7
Dunn	34	2.0	54	3.2	40	2.3
Eau Claire	137	3.1	158	3.5	252	5.6
Florence	20	5.9	10	3.1	10	3.2
Fond du Lac	242	3.8	179	2.8	251	4.1
Forest	40	6.3	44	6.0	49	6.4
Grant	108	2.5	96	2.2	141	3.3
Green	59	2.8	63	3.0	75	3.7
Green Lake	59	3.8	54	3.5	62	4.1
Iowa	28	1.7	30	1.9	35	2.2
Iron	16	3.1	17	3.4	16	3.4
Jackson	54	3.7	72	5.1	77	5.6
Jefferson	204	4.3	285	5.9	250	5.2
Juneau	90	5.1	71	3.9	98	5.4
Kenosha	498	5.6	621	6.9	719	8.9
Kewaunee	29	1.6	26	1.4	34	1.9
La Crosse	236	4.8	181	3.6	202	4.2
Lafayette	52	2.8	37	2.0	53	3.0
Langlade	94	4.5	77	3.8	92	4.6
Lincoln	77	3.5	77	3.5	90	4.2
Manitowoc	176	3.0	199	3.4	211	3.8
Marathon	193	2.5	235	3.1	266	3.6
Marinette	74	2.4	71	2.3	74	2.4
Marquette	38	4.9	31	3.9	25	3.3
Milwaukee	4,661	7.5	4,264	7.1	5,336	9.6

	DROPOUTS REPORTED FALL 1976	PERCENTAGE OF 9-12 ENROLLMENT (1975)	DROPOUTS REPORTED FALL 1977	PERCENTAGE OF 9-12 ENROLLMENT (1976)	DROPOUTS REPORTED FALL 1978	PERCENTAGE OF 9-12 ENROLLMENT (1977)
Monroe	94	3.6	62	2.4	107	4.1
Oconto	80	3.8	103	4.7	101	4.7
Oneida	105	3.9	202	7.0	118	4.0
Outagamie	281	2.6	267	2.5	340	3.2
Ozaukee	108	1.9	130	2.3	144	2.5
Pepin	17	1.9	19	2.1	25	2.9
Pierce	52	1.9	32	1.2	61	2.2
Polk	50	2.3	63	2.3	90	3.4
Portage	19[illegible]	6.0	153	4.7	134	4.0
Price	43	3.3	34	2.6	46	3.5
Racine	966	7.5	1,096	8.6	1,092	9.1
Richland	33	3.5	43	4.5	44	4.7
Rock	461	4.2	507	4.6	579	5.4
Rusk	60	4.6	52	4.0	39	3.0
Saint Croix	93	2.9	97	3.0	83	2.6
Sauk	154	4.3	114	3.1	197	5.4
Sawyer	41	4.9	27	3.3	48	5.6
Shawano	73	2.7	94	3.6	111	4.2
Sheboygan	257	3.3	215	2.8	269	3.6
Taylor	46	2.9	43	2.7	75	4.8
Trempealeau	57	2.4	66	2.6	63	2.6
Vernon	47	2.3	93	4.6	75	3.9
Vilas	38	5.9	46	6.6	31	4.1
Walworth	238	4.8	244	4.8	249	4.9
Washburn	37	3.2	52	4.4	42	3.5
Washington	228	3.2	239	3.3	276	3.8
Waukesha	646	2.8	712	3.1	871	3.8
Waupaca	158	4.1	183	4.6	225	5.6
Waushara	45	4.6	58	5.5	70	6.7
Winnebago	326	3.7	338	3.8	445	5.1
Wood	184	3.2	238	4.0	205	3.6
Menominee Indian			60	3.5	10	7.1
STATEWIDE	14,586	4.3	14,831	4.4	17,222	5.3

STUDENT DROPOUT RATES BY COUNTY

1977-78



Shaded counties are equal to or greater than the Statewide average of 5.4%.

HIGH SCHOOL EQUIVALENCY DIPLOMAS ISSUED
For the Month of SEPTEMBER 19 78

GED CENTERS	GED	17+	STEP	TOTAL
Adams	1	-	-	1
Antigo	3	6	-	9
Appleton	15	24	-	39
Arcadia	-	-	-	-
Ashland	1	2	-	3
Baraboo	3	1	-	4
Beaver Dam	4	1	-	5
Beloit	2	-	-	2
Cleveland	4	3	-	7
Crivitz	-	-	-	-
Eagle River	1	-	-	1
Eau Claire	7	5	-	12
Elkhorn	3	3	-	6
Fennimore	9	11	-	20
Fond du Lac	2	3	-	5
*Fox Lake	15	1	-	16
Green Bay Tech.	13	5	-	18
*Green Bay Reform.	13	1	-	14
Hayward	-	-	-	-
*Irma	-	-	-	-
Janesville	12	3	-	15
Kenosha	-	-	-	-
La Crosse	6	-	-	6
Ladysmith	1	1	-	2
Madison MATC	25	15	-	40
Madison DPI				
*Waupun Hosp.	3	-	-	3
*Mendota Hosp.				
*City-Co. Jail				
*Oak Hill, Oregon				
Marinette	1	-	-	1
Marshfield	2	2	-	4
Mauston	-	1	-	1
Medford	1	-	-	1
Menomonie-STOUT	-	-	-	-
Milton	3	-	-	3
Milwaukee	41	41	-	82
Mequon				
Oak Creek				
Monroe	3	-	-	3
New Richmond	7	6	-	13
Oshkosh	10	18	-	28
Pewaukee	31	27	-	58
Phillips				
Platteville				
*Plymouth	12	-	-	12
rtag				
Racine	39	39	-	78
Reedsburg	2	-	-	2
Rhinelander	4	10	-	14
Rice Lake	8	7	-	15

GED CENTERS	GED	17+	STEP	TOTAL
Richland Center				
River Falls	2	1	-	3
Sheboygan	1	6	-	7
Spring Green	1	-	-	1
Stevens Point	2	1	-	3
Sturgeon Bay	-	1	-	1
Superior	3	-	-	3
*Taycheedah	4	-	-	4
Viroqua	5	-	-	5
*Wales	6	14	-	20
Watertown	1	-	-	1
Waupun Prison				
Wausau	13	2	-	15
West Bend	3	3	-	6
Wis. Rapids	12	2	-	14
Tomah V.A.	3	1	-	4
Wood V.A.	2	-	-	2
*Oxford FCI	3	-	-	3
USAFI (DANTES)	2	-	-	2
Washington, D.C.	8	1	-	9
OUT-OF-STATE	1	1	-	2
Minnesota				
Michigan	2	-	-	2
Military Bases	1	-	-	1
STEP TESTS	-	1	2	3
High Schools				
U. W. Transcripts		-	1	1
Other Transcripts				
Correspondence				
TOTAL	382	270	3	655

TOTAL SUMMARY OF TESTING			
TYPE OF TESTING:	No. of Diplomas Issued +	17+ =	TOTAL
GED:	380	269	649
STEP:	2	1	3
DANTES:	2	-	2
U.W. Transcripts	1	-	1
Other Transcripts			
Correspondence			
TOTAL Wisconsin High School Equivalency Diplomas Issued			655

Note: *17+ were issued an equivalency diploma but will not receive them until they have reached 18 and/or their class has graduated.*

**INSTITUTIONS*

Appendix C

TESTING CENTERS IN WHICH UNDER-AGE GED TESTING WAS EQUAL TO OR EXCEEDED 18 AND ABOVE
September, 1978

Test Center Location	GED Testees 18 and Over	GED Testees Under-Age	Dropouts 1977	Dropouts 1978	Dropout Percent	Percent Increase	Total Enrollment in High School
Antigo	3	6	63	74	5.9%	18%	1,242
Elkhorn	3	3	37	40	5.3%	8%	757
Fennimore	9	11	8	7	1.9%	13%	365
Fond du Lac	2	3	95	132	6.6%	39%	1,991
Marshfield	2	2	69	76	6.6%	10%	1,147
Mauston	-	1	33	40	6.3%	21%	632
Milwaukee	41	41	3,566	4,531	16.1%	27%	28,089
Oshkosh	10	18	130	206	5.6%	58%	3.653
Racine	39	39	911	909	13.4%	-	6,785
Rhinelander	4	10	93	21	1.2%	(77%)	1,664
Sheboygan	1	6	143	172	5.7%	20%	3,037
West Bend	3	3	100	136	5.2%	36%	2,637
Totals	117	143	5,246	6,344	12.2%	21%	51,999
Statewide Totals	382	270	14,831	17,222	5.3%	16%	309,186

The above 12 districts operating high schools out of 383 districts, statewide, account for:

53% of all under-age testing
16.8% of total high school enrollments
36.8% of all school dropouts

177

[illegible] 1978

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	241	408	649
STEP:-------	1	2	3
DANTES:-------	-	2	2
H.S. TRANSCRIPT-----	-	1	1
TOTAL	242	413	655

Average Schooling-----	9.96 %	10.09 %	10.04 %
Average Age-----------	24.46 %	20.82 %	22.17 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	157	202	359
Employment ---------	39	77	116
Military -----------	15	89	104
Other --------------	31	45	76
TOTAL	242	413	655

No. OF EXAMINEES IN AGE GROUPS	Females	Males	Total
a. 17)	75	178	253
b. 18)	43	62	105
c. 19)	19	37	56
d. 20 - 25	36	78	114
e. 26 - 30	15	26	41
f. 31 - 35	17	12	29
g. 35 - 40	12	6	18
h. 41 - 45	5	5	10
i. 46 - 50	7	3	10
j. 51 - 55	9	3	12
k. 56 - 60	4	1	5
l. 61 - 65+	-	2	2
TOTAL	242	413	655

For the Month

Appendix D

JULY, 1978

GED CENTERS	GED	17+
ADAMS	1	
ANTIGO	2	1
APPLETON	12	5
ARCADIA		
ASHLAND		1
BARABOO		
BEAVER DAM	6	4
BELOIT	5	1
CLEVELAND	9	1
CRIVITZ		
EAGLE RIVER		
EAU CLAIRE	14	2
ELKHORN	1	1
FENNIMORE		
FOND DU LAC	3	
FOX LAKE	15	1
GREEN BAY Tech	21	3
*GREEN BAY Reform	12	
HAYWARD		
*IRMA		
JANESVILLE	7	4
KENOSHA		1
LA CROSSE	12	1
LADYSMITH	1	1
MADISON MATC	21	6
MADISON DPI		
* (Waupun Hosp.)	2	
* (Mendota Hosp)	3	
* (City-Co Jail)	1	
MARINETTE		
MARSHFIELD	3	
MAUSTON		
MEDFORD		
MILTON	3	1
MILWAUKEE	49	20
(Mequon)	5	1
(Oak Creek)	1	1
MONROE	1	
NEW RICHMOND	5	1
OSHKOSH	10	1
PEWAUKEE	32	14
PHILLIPS		
PLATTEVILLE		
*PLYMOUTH	9	
PORTAGE	5	
RACINE	53	22
REEDSBURG		
RHINELANDER	8	
RICE LAKE	3	
RICHLAND CENTER		
RIVER FALLS		
SHEBOYGAN	1	

GED CENTERS	GED	STEP	17+
SPRING GREEN			
STEVENS POINT	3		
STURGEON BAY			
SUPERIOR	36		1
* TAYCHEEDAH	3		
VIROQUA			
* WALES	2		2
WATERTOWN	1		
* WAUPUN PRISON	5		
WAUSAU	6		2
WEST BEND	6		3
WIS. RAPIDS	11		
TOMAH V.A.	2		
WOOD V.A.	4		
* OXFORD	10		
DANTES (Usafi)	1		
WASHINGTON, D.C.	12		4
OUT-of-STATE			
Minnesota	1		
Michigan	1		
Other States	1		
MILITARY BASE	1		
STEP TESTS (High Schools)		1	1
TOTAL	442	1	107

Grand Total - 550

Type of Testing		17+	Total
GED:	441	105	547
STEP:	1	1	2
DANTES:	1	--	1
TOTAL:	443	107	550

177

SUMMARY AND BREAKDOWN OF GED TESTING

JULY 1978

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	236	311	547
STEP:-------	2	--	2
DANTES:-------	-	1	1
TOTAL	238	312	550

Average Schooling-----	10.15 %	10.25%	10.21 %
Average Age-----------	25.67 %	22.16%	23.68 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	156	170	326
Employment ----------	40	65	105
Military ------------	9	46	55
Other ---------------	33	31	64
TOTAL	238	312	550

No. OF EXAMINEES IN AGE GROUPS	Females	Males	Total
a. 17)	41	64	105
b. 18)	39	70	109
c. 19)	25	31	56
d. 20 - 25	47	88	135
e. 26 - 30	26	31	57
f. 31 - 35	16	7	23
g. 36 - 40	11	5	16
h. 41 - 45	16	7	23
i. 46 - 50	16	5	21
j. 51 - 65+	1	4	5
TOTAL	238	312	550

HIGH SCHOOL EQUIVALENCY DIPLOMAS ISSUED
For the Month

AUGUST, 1978

GED CENTERS	GED	17+
ADAMS	3	1
ANTIGO		
APPLETON	31	8
ARCADIA		
ASHLAND		
BARABOO	6	4
BEAVER DAM	11	1
BELOIT	6	1
CLEVELAND	12	2
CRIVITZ		
EAGLE RIVER		
EAU CLAIRE	6	2
ELKHORN	4	
FENNIMORE		
FOND DU LAC	3	
FOX LAKE	12	
GREEN BAY Tech	18	7
*GREEN BAY Reform	25	
HAYWARD		
*IRMA		
JANESVILLE	33	5
KENOSHA		
LA CROSSE	19	2
LADYSMITH	1	
MADISON MATC	77	9
MADISON DPI		
* (Waupun Hosp.)		
* (Mendota Hosp)	1	
* (City-Co Jail)		
* MARINETTE		
MARSHFIELD	3	1
MAUSTON	15	
MEDFORD		
MILTON	3	1
MILWAUKEE	157	40
(Mequon)	1	
(Oak Creek)	3	
MONROE		2
NEW RICHMOND	6	5
OSHKOSH	9	4
PEWAUKEE	48	15
PHILLIPS	3	
PLATTEVILLE		
*PLYMOUTH	5	
PORTAGE		
RACINE	13	5
REEDSBURG	1	
RHINELANDER	13	
RICE LAKE	5	
RICHLAND CENTER		1
RIVER FALLS	2	
SHEBOYGAN	8	1

GED CENTERS	GED	STEP	17+
SPRING GREEN			
STEVENS POINT	7		3
STURGEON BAY			
SUPERIOR	10		
* TAYCHEEDAH			
VIROQUA			
* WALES	2		10
WATERTOWN	3		
* WAUPUN PRISON	8		
WAUSAU	11		1
WEST BEND	11		1
WIS. RAPIDS	10		
TOMAH V.A.	1		
WOOD V.A.	2		
* OXFORD	7		
DANTES (Usafi)	4		
WASHINGTON, D.C.	3		
OUT-of-STATE			
Minnesota	1		
Michigan			
Other States	1		
MILITARY BASE	8		
STEP TESTS (High Schools)			
Marshfield H.S.		1	
TOTAL	652	1	132
Grand total = 785			17 %

Type of Testing	GED	DANTES	STEP	TOTAL
TOTAL	780	4	1	785

Note *Tested at Wisconsin Institutions

SUMMARY AND BREAKDOWN OF GED TESTING

AUGUST , 1978

Type of Test:	FEMALES	MALES	TOTAL
GED	369	411	780
STEP	1	-	1
DANTES	--	4	4
TOTAL	370	415	785
Average Schooling	(3754) 10.14 %	(4275) 10.30 %	(8029) 10.22 %
Average Age	(9239) 24.97 %	(9386) 22.61 %	(18,625) 23.72 %
REASON FOR TESTING:			
Further Education	251	265	516
Employment	67	77	144
Military	8	34	42
Other	44	39	83
TOTAL	370	415	785
NUMBER OF EXAMINEES IN AGE GROUP:			
a. 17)	49	78	127
b. 18)	67	74	141
c. 19)	45	44	89
d. 20 - 25	94	118	212
e. 26 - 30	40	43	83
f. 31 - 35	26	23	49
g. 36 - 40	15	11	26
h. 41 - 45	13	9	22
i. 46 - 50	11	10	21
j. 51 - 65	10	5	15
Total	370	415	785

For the Month

SEPTEMBER, 1978

GED CENTERS	GED	17+
ADAMS	1	
ANTIGO	3	6
APPLETON	15	24
ARCADIA		
ASHLAND	1	2
BARABOO	3	1
BEAVER DAM	4	1
BELOIT	2	
CLEVELAND	4	3
CRIVITZ		
EAGLE RIVER	1	
EAU CLAIRE	7	5
ELKHORN	3	3
FENNIMORE	9	11
FOND DU LAC	2	3
FOX LAKE	15	1
GREEN BAY Tech	13	5
*GREEN BAY Reform	13	1
HAYWARD		
*IRMA		
JANESVILLE	12	3
KENOSHA		
LA CROSSE	6	
LADYSMITH	1	1
MADISON MATC	25	15
MADISON DPI		
* (Waupun Hosp.)	3	
* (Mendota Hosp)		
* (City-Co Jail)		
* MARINETTE	1	
MARSHFIELD	2	2
MAUSTON		1
MEDFORD	1	
MILTON	3	
MILWAUKEE	41	41
(Mequon)		
(Oak Creek)		
MONROE	3	
NEW RICHMOND	7	6
OSHKOSH	10	18
PEWAUKEE	31	27
PHILLIPS		
PLATTEVILLE		
*PLYMOUTH	12	
PORTAGE		
RACINE	39	39
REEDSBURG	2	
RHINELANDER	4	10
RICE LAKE	8	7
RICHLAND CENTER		
RIVER FALLS	2	1
SHEBOYGAN	1	6

GED CENTERS	GED	STEP	17+
SPRING GREEN	1		
STEVENS POINT	2		1
STURGEON BAY			1
SUPERIOR	3		
* TAYCHEEDAH	4		
VIROQUA	5		
* WALES	6		14
WATERTOWN	1		
* WAUPUN PRISON			
WAUSAU	13		2
WEST BEND	3		3
WIS. RAPIDS	12		2
TOMAH V.A.	3		1
WOOD V.A.	2		
* OXFORD	3		
DANTES (Usafi)	2		
WASHINGTON, D.C.	8		1
OUT-of-STATE			
Minnesota			
Michigan	2		
Other States	1		1
MILITARY BASE	1		
STEP TESTS (High Schools)		2	1
U W Transcript		1	
TOTAL	382	3	270

TYPE OF TESTING	No. Issued	17+	= Total
GED:	380	269	649
STEP:	2	1	3
DANTES:	2	-	2
U.W. Transcript:	1	-	1
TOTAL:	385	270	655

41%

See Over for breakdown

SUMMARY AND BREAKDOWN OF GED TESTING

SEPTEMBER 1978

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	241	408	649
STEP:-------	1	2	3
DANTES:-------	-	2	2
U.W. TRANSCRIPT-----	-	1	1
TOTAL	242	413	655

Average Schooling-----	9.96 %	10.09 %	10.04 %
Average Age-----------	24.46 %	20.82 %	22.17 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	157	202	359
Employment ----------	39	77	116
Military ------------	15	89	104
Other ---------------	31	45	76
TOTAL	242	413	655

No. OF EXAMINEES IN AGE GROUPS	Females	Males	Total
a. 17)	75	178	253
b. 18)	43	62	105
c. 19)	19	37	56
d. 20 - 25	36	78	114
e. 26 - 30	15	26	41
f. 31 - 35	17	12	29
g. 36 - 40	12	6	18
h. 41 - 45	5	5	10
i. 46 - 50	7	3	10
j. 51 - 55	9	3	12
k. 56 - 60	4	1	5
l. 61 - 65+	-	2	2
TOTAL	242	413	655

[illegible] OF GED TESTING

OCTOBER 1978

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	280	292	572
STEP:-------	--	1	1
DANTES:-------	--	2	2
TOTAL	280	295	575

Average Schooling-----	10.29 %	10.31 %	10.30 %
Average Age-----------	25.58 %	22.94 %	24.23 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	200	179	379
Employment ----------	39	46	85
Military ------------	8	27	35
Other ---------------	33	43	76
TOTAL	280	295	575

No. OF EXAMINEES IN AGE GROUPS	Females	Males	Total
a. 17)	29	42	71
b. 18)	38	61	99
c. 19)	40	41	81
d. 20 - 25	75	90	165
e. 26 - 30	24	23	47
f. 31 - 35	27	13	40
g. 36 - 40	24	6	30
h. 41 - 45	7	6	13
i. 46 - 50	6	7	13
j. 51 - 55	7	5	12
k. 56- 60	1	1	2
l 61- 65+	2	0	0
TOTAL	280	295	575

OCTOBER, 1978

GED CENTERS	GED	17+
ADAMS	1	
ANTIGO	2	3
APPLETON	14	1
ARCADIA	-	-
ASHLAND	2	1
BARABOO	3	2
BEAVER DAM	7	
BELOIT	1	1
CLEVELAND	4	1
CRIVITZ		
EAGLE RIVER		
EAU CLAIRE	18	2
ELKHORN	8	1
FENNIMORE	5	4
FOND DU LAC	4	
FOX LAKE	12	
GREEN BAY Tech	20	1
*GREEN BAY Reform	9	1
HAYWARD		
*IRMA		
JANESVILLE	2	
KENOSHA		
LA CROSSE		
LADYSMITH	2	
MADISON MATC	14	6
MADISON DPI		
* (Waupun Hosp.)		
* (Mendota Hosp)	1	
* (City-Co Jail)		
* MARINETTE		1
MARSHFIELD	1	
MAUSTON		
MEDFORD		
MILTON	3	1
MILWAUKEE	169	40
(Mequon)		
(Oak Creek)	5	
MONROE	3	
NEW RICHMOND	1	2
OSHKOSH	8	2
PEWAUKEE	38	3
PHILLIPS		
PLATTEVILLE	1	
*PLYMOUTH	7	
PORTAGE		
RACINE	31	
REEDSBURG		
RHINELANDER	9	
RICE LAKE	4	
RICHLAND CENTER		
RIVER FALLS	1	
SHEBOYGAN	3	

GED CENTERS	GED	STEP	17+
SPRING GREEN			
STEVENS POINT			1
STURGEON BAY	3		
SUPERIOR	4		
* TAYCHEEDAH	6		
VIROQUA			
* WALES	1		
WATERTOWN			
* WAUPUN PRISON	1		
WAUSAU	20		
WEST BEND	6		
WIS. RAPIDS	9		
TOMAH V.A.	3		
WOOD V.A.	2		
* OXFORD	8		
DANTES (Usafi)	3		
WASHINGTON, D.C.	10		2
OUT-of-STATE			
Minnesota			
Michigan			
Other States	1		
MILITARY BASE	3		
STEP TESTS (High Schools)		1	
TOTAL	493	1	81

TYPE OF TESTING	No. Diplomas issued	17+	TOTAL
GED:	490	81	571
STEP:	1		1
DANTES:	3		3
U.W.Trans :			
OTHER:			

14%

Total H.S. Equivalency Diplomas issued 575

17+ have issued a diploma but will not (81) receive them until they have reached 18 and their class has graduated.

*: Institutions

for the month

NOVEMBER, 1978

GED CENTERS	GED	17+
ADAMS		
ANTIGO	6	2
APPLETON	20	8
ARCADIA	8	
ASHLAND	2	
BARABOO	4	
BEAVER DAM	10	
BELOIT		
CLEVELAND	3	2
CRIVITZ		
EAGLE RIVER		
EAU CLAIRE	10	1
ELKHORN	1	
FENNIMORE	4	1
FOND DU LAC	2	
FOX LAKE	9	
GREEN BAY Tech	15	1
*GREEN BAY Reform	16	
HAYWARD		
*IRMA		
JANESVILLE	4	2
KENOSHA		
LA CROSSE	14	3
LADYSMITH	1	
MADISON MATC	28	4
MADISON DPI		
* (Waupun Hosp.)	4	
* (Mendota Hosp)		
* (City-Co Jail)	2	
* MARINETTE	1	
MARSHFIELD	3	
MAUSTON		
MEDFORD	1	
MILTON		1
MILWAUKEE	107	32
(Mequon)	4	2
(Oak Creek)	12	1
MONROE	1	1
NEW RICHMOND	6	1
OSHKOSH	8	2
PEWAUKEE	42	6
PHILLIPS	1	
PLATTEVILLE	1	
*PLYMOUTH	6	
PORTAGE	3	1
RACINE	24	3
REEDSBURG		
RHINELANDER	12	1
RICE LAKE	3	1
RICHLAND CENTER		
RIVER FALLS	1	
SHEBOYGAN	1	1

GED CENTERS	GED	STEP	17+
SPRING GREEN	1		
STEVENS POINT	1		
STURGEON BAY	3		1
SUPERIOR	5		
* TAYCHEEDAH	1		
VIROQUA			
* WALES			13
WATERTOWN	1		
* WAUPUN PRISON	26		
WAUSAU	13		1
WEST BEND	4		4
WIS. RAPIDS	4		
TOMAH V.A.	3		
WOOD V.A.	3		
* OXFORD	10		
DANTES (Usafi)			
WASHINGTON, D.C.	8		2
OUT-of-STATE			
Minnesota			
Michigan	2		
Other States	1		
MILITARY BASE			1
STEP TESTS (High Schools)			
TOTAL	486		99

TYPE OF TESTING	No. Diplomas issued	17+	TOTAL
GED:	486	99	585
STEP:			
DANTES:			
U.W.Trans :			
OTHER:			

Total H.S. Equivalency Diplomas 17% issued 585

17+ have issued a diploma but will not receive them until they have reached 18 and their class has graduated.

*: Institutions

SUMMARY AND BREAKDOWN OF GED TESTING

NOVEMBER 1978

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	255	330	585
STEP:-------			
DANTES:-------			
TOTAL	255	330	585

Average Schooling-----	2599 10.19 %	3322 10.07 %	(5921) 10.12 %
Average Age-----------	6812 26.71 %	7552 22.88 %	(14,364) 24.55 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	160	206	366
Employment ----------	50	54	104
Military -----------	5	30	35
Other --------------	40	40	80
TOTAL	255	330	585

No. OF EXAMINEES IN AGE GROUPS	Females	Males	Total
a. 17)	31	55	86
b. 18)	37	44	81
c. 19)	19	45	64
d. 20 - 25	70	111	181
e. 26 - 30	27	30	57
f. 31 - 35	19	20	39
g. 36 - 40	18	11	29
h. 41 - 45	13	6	19
i. 46 - 50	8	8	16
j. 51 - 55	10		10
k. 56- 60	3		3
l 61- 65+			
TOTAL	255	330	585

DECEMBER, 1978

GED CENTERS	GED	17+
ADAMS		
ANTIGO	9	
APPLETON	14	7
ARCADIA		
ASHLAND	2	1
BARABOO	5	4
BEAVER DAM	7	
BELOIT	31	3
CLEVELAND	6	
CRIVITZ	1	
EAGLE RIVER	2	
EAU CLAIRE	19	5
ELKHORN	4	1
FENNIMORE	4	2
FOND DU LAC	10	1
FOX LAKE	8	
GREEN BAY Tech	14	1
*GREEN BAY Reform	11	
HAYWARD		
*IRMA		
JANESVILLE	19	7
KENOSHA		
LA CROSSE	23	2
LADYSMITH		
MADISON MATC	17	2
MADISON DPI		
* (Waupun Hosp.)		
* (Mendota Hosp)		
* (City-Co Jail)		
+ MARINETTE		
MARSHFIELD	10	
MAUSTON	14	
MEDFORD		
MILTON	2	
MILWAUKEE	88	22
(Mequon)	1	
(Oak Creek)	11	
MONROE		
NEW RICHMOND	4	
OSHKOSH	9	1
PEWAUKEE	32	16
PHILLIPS		
PLATTEVILLE	1	
*PLYMOUTH	7	
PORTAGE	3	
RACINE	44	8
REEDSBURG		
RHINELANDER	17	2
RICE LAKE	13	6
RICHLAND CENTER	1	
RIVER FALLS	5	
SHEBOYGAN	10	3

GED CENTERS	GED	STEP	17+
SPRING GREEN			
STEVENS POINT	1		
STURGEON BAY	2		1
SUPERIOR	13		
* TAYCHEEDAH	2		
VIROQUA			
* WALES	2		6
WATERTOWN	7		
* WAUPUN PRISON			
WAUSAU	12		
WEST BEND	6		2
WIS. RAPIDS	13		
TOMAH V.A.	3		
WOOD V.A.	3		
* OXFORD	9		
DANTES (Usafi)	2		
WASHINGTON, D.C.	7		
OUT-of-STATE			
Minnesota			
Michigan	2		
Other States	1		
MILITARY BASE	3		
STEP TESTS (High Schools)		1	
TOTAL	566	1	103*

TYPE OF TESTING	No. Diplomas issued	17+	TOTAL
GED:	564	103	667
STEP:	1		1
DANTES:	2		2
U.W.Trans :			
OTHER:	567	103	670

15%

Total H.S. Equivalency Diplomas issued 670

17+ have issued a diploma but will not receive them until they have reached 18 and their class has graduated.

*: Institutions

SUMMARY AND BREAKDOWN OF GED TESTING

DECEMBER 1978

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	339	328	667
STEP:-------		1	1
DANTES:-------		2	2
TOTAL	339	331	670

Average Schooling-----	10.13 %	10.23 %	10.18 %
Average Age-----------	28.81 %	22.56 %	25.72 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	238	218	456
Employment ----------	38	61	99
Military ------------	7	20	27
Other --------------	56	32	88
TOTAL	339	331	670

No. OF EXAMINEES IN AGE GROUPS	Females	Males	Total
a. 17)	27	47	74
b. 18)	56	62	118
c. 19)	21	50	71
d. 20 - 25	81	104	185
e. 26 - 30	43	35	78
f. 31 - 35	30	10	40
g. 36 - 40	20	7	27
h. 41 - 45	10	7	17
i. 46 - 50	17	4	21
j. 51 - 55	17	1	18
k. 56- 60	9	4	13
l 61- 65+	8		8
TOTAL	339	331	670

For the Month

JANUARY, 19 79

GED CENTERS	GED	17+
ADAMS	2	[illegible]
ANTIGO	3	1
APPLETON	2	1
ARCADIA		
ASHLAND	2	3
BARABOO	1	2
BEAVER DAM	5	1
BELOIT	2	
CLEVELAND	5	1
CRIVITZ	1	
EAGLE RIVER		
EAU CLAIRE	10	4
ELKHORN	1	
FENNIMORE	1	3
FOND DU LAC	6	1
*FOX LAKE		
GREEN BAY Tech	20	3
*GREEN BAY Reform	7	
HAYWARD	1	
*IRMA		
JANESVILLE	2	1
KENOSHA	8	
LA CROSSE	5	
LADYSMITH	2	
MADISON MATC	15	1
MADISON DPI		
(Waupun Hosp.)		1
* (Mendota Hosp)	1	
* (City-Co Jail)		
MARINETTE		
MARSHFIELD	6	
MAUSTON		
MEDFORD		
MILTON	2	
MILWAUKEE	64	19
(Mequon)	3	
(Oak Creek)	30	7
MONROE	2	1
NEW RICHMOND	8	
OSHKOSH	12	4
PEWAUKEE	13	17
PHILLIPS		
PLATTEVILLE		
*PLYMOUTH	6	
PORTAGE	3	
RACINE	12	6
REEDSBURG		
RHINELANDER	9	2
RICE LAKE	8	3
RICHLAND CENTER		
RIVER FALLS		
SHEBOYGAN		1

*Military Scores from USMC, USN Army, Airforce.

GED CENTERS	GED	17+	STEP
SPRING GREEN			
STEVENS POINT	3		
STOUT U.W.Menomonie			
STURGEON BAY	1		
SUPERIOR	4		
* TAYCHEEDAH	4		
VIROQUA	3		
* WALES		7	
WATERTOWN	4		
* WAUPUN PRISON	7		
WAUSAU	8		
WEST BEND	4		
WIS. RAPIDS	7		
TOMAH V.A.	3		
WOOD V.A.	4		
* OXFORD	6		
DANTES (Usafi)	1		
WASHINGTON, D.C.			
OUT-of-STATE			
Minnesota			
Michigan	2		
Other States			
MILITARY BASE	13		
STEP TESTS (High Schools)		--	3
U.W. Transcript or Other		--	2
TOTAL (450)	354	91	5

Type of Testing	No. of Diplomas Issued	+ 17+	TOTAL
GED:	353	+ 91	= 444
STEP:	3	+ --	= 3
DANTES:	1	+ --	= 1
U.W. Transcript	2	+ --	= 2
Other:		+	=

20%

TOTAL WIS. H.S. EQUIVALENCY DIPLOMAS ISSUED 450

Note: 17+ were issued an equivalency diploma but will not receive them until they have reached 18 and their class has graduated.

*Institutions

JANUARY 1979

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:--------	188	257	445
STEP:--------	--	2	2
DANTES:--------	--	1	1
U.W. Transcript & Others	1	1	2
TOTAL	189	261	450

Average Schooling-----	10.10 %	10.28 %	10.20 %
Average Age-----------	25.93 %	23.26 %	24.38 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	131	155	286
Employment ----------	33	40	73
Military ------------	7	33	40
Other ---------------	18	33	41
TOTAL	189	261	450

NUMBER OF EXAMINEES IN AGE GROUPS											
Age	Females	Males	Total	Age	Females	Males	Total	Age	Females	Males	Total
17	25	27	52	36	4	2	6	55	1	1	2
18	28	55	83	37	--	--	--	56	--	--	----
19	17	35	52	38	--	2	2	57	--	--	--
20	16	22	38	39	2	--	2	58	--	--	--
21	6	18	24	40	1	2	3	59	--	--	--
22	11	10	21	41	4	--	4	60	1	1	2
23	8	12	20	42	2	--	2	61	1	--	1
24	7	15	22	43	2	--	2	62	--	--	--
25	3	5	8	44	--	--	--	63	--	--	--
26	10	4	14	45	2	2	4	64	1	--	1
27	3	8	11	46	--	1	1	65	1	--	1
28	1	5	6	47	1	--	1	66			
29	6	4	10	48	--	2	2	67			
30	5	8	13	49	2	--	2	68			
31	1	5	6	50	2	2	4	69			
32	3	1	4	51	1	2	3	70			
33	4	4	8	52	[illegible]	1	2	71			
34	2	2	4	53	2	1	3	72			
35	2	2	4	54	--	--	--	73			
								Total	189	261	450

For the Month

FEBRUARY, 19 79

GED CENTERS	GED	17+
ADAMS	1	
ANTIGO	4	2
APPLETON	32	8
ARCADIA	8	
ASHLAND	4	1
BARABOO	4	4
BEAVER DAM	5	
BELOIT	3	2
CLEVELAND	11	9
CRIVITZ	2	
EAGLE RIVER	-	2
EAU CLAIRE	14	6
ELKHORN	11	
FENNIMORE	-	3
FOND DU LAC	8	2
*FOX LAKE	30	
GREEN BAY Tech	28	1
*GREEN BAY Reform	11	1
HAYWARD		
*IRMA		
JANESVILLE	8	2
KENOSHA	5	
LA CROSSE	18	
LADYSMITH	2	1
MADISON MATC	24	7
MADISON DPI		
* (Waupun Hosp.)	4	
* (Mendota Hosp)		
* (City Co Jail)		
MARINETTE	1	1
MARSHFIELD	1	
MAUSTON	1	
MEDFORD	1	
MILTON		
MILWAUKEE	69	34
(Mequon)	1	1
(Oak Creek)	4	
MONROE	2	1
NEW RICHMOND	4	5
OSHKOSH	-9	5
PEWAUKEE	22	12
PHILLIPS		
PLATTEVILLE	2	
*PLYMOUTH	3	
PORTAGE	1	
RACINE	31	8
REEDSBURG		
RHINELANDER	16	4
RICE LAKE	5	
RICHLAND CENTER		
RIVER FALLS	3	1
SHEBOYGAN	1	

GED CENTERS	GED	17+	STEP
SPRING GREEN			
STEVENS POINT	1		
STOUT U.W.Menomonie			
STURGEON BAY	1	2	
SUPERIOR	7	1	
* TAYCHEEDAH			
VIROQUA			
* WALES		4	
WATERTOWN	3		
* WAUPUN PRISON	1		
WAUSAU	2		
WEST BEND	6	3	
WIS. RAPIDS	8	2	
TOMAH V.A.	2		
WOOD V.A.	3		
* OXFORD	6		
DANTES (Usafi)			
WASHINGTON, D.C.			
OUT-of-STATE	4	1	
Minnesota			
Michigan			
Other States			
MILITARY BASE	10		
STEP TESTS (High Schools)			
U.W. Transcript or Other			
TOTAL	464	136	600

Type of Testing	No. of Diplomas Issued	+ 17+	TOTAL
GED:	464	+ 136 =	600
STEP:		+ =	
DANTES:		+ =	
U.W. Transcript		+ =	
Other:		+ =	

23%

TOTAL WIS. H.S. EQUIVALENCY DIPLOMAS ISSUED 600

Note: 17+ were issued an equivalency diploma but will not receive them until they have reached 18 and their class has graduated.

*Institutions

SUMMARY AND BREAKDOWN OF GED TESTING

FEBRUARY 19

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	272	328	600
STEP:-------			
DANTES:-------			
TOTAL	272	328	600

Average Schooling-----	10.21 %	10.00 %	10.10 %
Average Age-----------	24.48 %	22.16 %	23.21 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	187	199	386
Employment ----------	43	65	108
Military ------------	10	34	44
Other ---------------	32	30	62
TOTAL	272	328	600

NUMBER OF EXAMINEES IN AGE GROUPS

Age	Females	Males	Total	Age	Females	Males	Total	Age	Females	Males	Total
17	45	53	98	36	1		1	55			
18	40	61	101	37	3	2	5	56	1	3	4
19	24	42	66	38		2	2	57			
20	14	41	55	39	4	2	6	58		1	1
21	20	25	45	40	1		1	59	1		1
22	13	15	28	41	4		4	60			
23	18	13	31	42	1	3	4	61			
24	12	14	26	43		1	1	62			
25	8	10	18	44	6		6	63			
26	4	8	12	45	2		2	64			
27	8	7	15	46	1	1	2	65	1		1
28	3	6	9	47	1		1	66			
29	3	4	7	48	2		2	67		1	1
30	6	1	7	49		2	2	68			
31	4	1	5	50	2		2	69			
32	9	1	10	51	1	1	2	70			
33	2	3	5	52	1	1	2	71			
34	3	1	4	53				72			
35	3	2	5	54				73			
								Total	272	328	600

Department of Public Instruction
HIGH SCHOOL EQUIVALENCY DIPLOMAS ISSUED
For the Month of MARCH 1979

GED CENTERS	GED	17+	STEP	TOTAL
Adams	5	-	-	5
Antigo	5	4	-	9
Appleton	43	18	-	61
Arcadia	1	-	-	1
[illegible]land	8	2	-	10
Baraboo	5	3	-	8
Beaver Dam	10	2	-	12
Beloit	6	-	-	6
Cleveland	4	4	-	8
Crivitz	-	-	-	-
Eagle River	-	-	-	-
Eau Claire	28	7	-	35
Elkhorn	3	1	-	4
Fennimore	4	3	-	7
Fond du Lac	17	5	-	22
*Fox Lake	12	-	-	12
Green Bay Tech.	21	5	-	26
*Green Bay Reform.	4	-	-	4
Hayward	-	-	-	-
*Irma	-	-	-	-
Janesville	2	1	-	3
Kenosha	8	1	-	9
La Crosse	10	1	-	11
Ladysmith	-	-	-	-
M[illegible]dison MATC	25	6	-	31
[illegible]dison DPI				
*Waupun Hosp.	4	-	-	4
*Mendota Hosp.				
*City Co. Jail				
*Oak Hill, Oregon	3	-	-	3
Marinette	-	2	-	2
Marshfield	10	1	-	11
Mauston	-	-	-	-
Medford	1	-	-	1
Menomonie-STOUT	-	-	-	-
Milton	6	1	-	7
Milwaukee	68	29	-	97
Mequon	2	-	-	2
Oak Creek	8	2	-	10
Monroe	6	2	-	8
New Richmond	9	2	-	11
Oshkosh	12	6	-	18
Pewaukee	40	12	-	52
Phillips	-	-	-	-
P[illegible]tteville	1	-	-	1
*[illegible]mouth	6	1	-	7
Portage	6	1	-	7
Racine	30	12	-	42
Reedsburg	-	-	-	-
Rhinelander	10	8	-	18
Rice Lake	5	3	-	8

GED CENTERS	GED	17+	STEP	TOTAL
Richland Center	-	-	-	-
River Falls	-	-	-	-
Sheboygan	1	-	-	1
Spring Green	-	-	-	-
Stevens Point	4	-	-	4
Sturgeon Bay	2	2	-	4
Superior	14	3	-	17
*Taycheedah	1	1	-	2
Viroqua	-	-	-	-
*Wales	-	5	-	5
Watertown	5	-	-	5
*Waupun Prison	-	-	-	-
Wausau	17	1	-	18
West Bend	12	3	-	15
Wis. Rapids	7	1	-	8
Tomah V.A.	-	-	-	-
Wood V.A.	4	-	-	4
*Oxford FCI	1	-	-	1
USAFI (DANTES)	5	-	-	5
Washington, D.C.				
OUT-OF-STATE				
Minnesota				
Michigan	3	-	-	3
Military Bases	12	1	-	13
STEP TESTS				
High Schools	-	-	2	2
U. W. Transcripts				
Other Transcripts				
Correspondence				
TOTAL	536	162	2	700

TOTAL SUMMARY OF TESTING

TYPE OF TESTING:	No. of Diplomas Issued =	17+ =	TOTAL
GED:	531	162	693
STEP:	2	-	2
DANTES:	5		5
U.W. Transcripts			
Other Transcripts			
Correspondence			
TOTAL Wisconsin High School Equivalency Diplomas issued	2340		700

Note: 17+ were issued an equivalency diploma but will not receive them until they have reached 18 and/or their class has graduated.

**INSTITUTIONS*

SUMMARY AND BREAKDOWN OF GED TESTING

MARCH 1979

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	323	370	693
STEP:-------	2	-	2
DANTES:-------	-	5	5
TOTAL	325	375	700

Average Schooling-----	10.09 %	10.25 %	10.18 %
Average Age-----------	26.89 %	22.52 %	24.55 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	227	227	454
Employment ----------	48	77	125
Military ------------	7	26	33
Other ---------------	43	45	88
TOTAL	325	375	700

NUMBER OF EXAMINEES IN AGE GROUPS

Age	Females	Males	Total	Age	Females	Males	Total	Age	Females	Males	Total
17	37	44	81	36	6	3	9	55			
18	32	84	116	37	4	2	6	56	4		4
19	30	58	88	38	4	3	7	57	2		2
20	14	39	53	39	6	8	14	58			
21	17	27	44	40	5	2	7	59	1		1
22	15	17	32	41	-	1	1	60			
23	20	11	31	42	2	-	2	61	1		1
24	16	10	26	43	4	1	5	62			
25	9	7	16	44	3	-	3	63			
26	7	5	12	45	1	1	2	64			
27	6	7	13	46	4	1	5	65			
28	8	5	13	47	2	3	5	66			
29	6	7	13	48	1	-	1	67		1	1
30	11	4	15	49	1	1	2	68	1		1
31	7	6	13	50	3	-	3	69			
32	7	5	12	51	4	-	4	70			
33	5	8	13	52				71			
34	5	-	5	53	2		2	72			
35	11	3	14	54		1	1	73			
								82	1		
								OTAL	325	375	700

Department of Public Instruction
HIGH SCHOOL EQUIVALENCY DIPLOMAS ISSUED
For the Month of APRIL 1979

GED CENTERS	GED	17+	STEP	TOTAL
Adams	1	-	-	1
Antigo	7	2	-	9
Appleton	16	7	-	23
cadia				
Ashland	2	1	-	3
Baraboo	6	3	-	9
Beaver Dam	4	-	-	4
Beloit	7	2	-	9
Cleveland	14	11	-	25
Crivitz				
Eagle River	1	3	-	4
Eau Claire	17	7	-	24
Elkhorn	1	-	-	1
Fennimore	10	8	-	18
Fond du Lac	13	1	-	14
*Fox Lake	16	-	-	16
Green Bay Tech.	21	1	-	22
*Green Bay Reform.	9	-	-	9
Hayward				
*Irma				
Janesville	20	4	-	24
Kenosha	8	-	-	8
La Crosse	18	2	-	20
Ladysmith	5	-	-	5
Madison MATC	22	13	-	35
Madison DPI (N.G.)	6	-	-	6
*Waupun Hosp.				
*Mendota Hosp.				
*City-Co. Jail				
*Oak Hill, Oregon				
Marinette	1	-	-	1
Marshfield	6	2	-	8
Mauston	16	7	-	23
Medford				
Menomonie-STOUT	1	-	-	1
Milton				
Milwaukee	78	47	-	125
Mequon	9	3	-	12
Oak Creek	9	2	-	11
Monroe	1	-	-	1
New Richmond	2	3	-	5
Oshkosh	9	5	-	14
Pewaukee	49	18	-	67
Phillips				
atteville				
Plymouth	3	-	-	3
Portage	8	1	-	9
Racine	22	8	-	30
Reedsburg	4	1	-	5
Rhinelander	13	3	-	16
Rice Lake	18	2	-	20

GED CENTERS	GED	17+	STEP	TOTAL
Richland Center	1	-	-	1
River Falls	3	-	-	3
Sheboygan	8	2	-	10
Spring Green				
Stevens Point	1	1	-	2
Sturgeon Bay	5	2	-	7
Superior	9	1	-	10
*Taycheedah				
Viroqua				
*Wales	-	14	-	14
Watertown				
*Waupun Prison	11	-	-	11
Wausau	11	1	-	12
West Bend	8	1	-	9
Wis. Rapids	9	-	-	9
Tomah V.A.				
Wood V.A.				
*Oxford FCI	6	-	-	6
USAFI (DANTES)				
Washington, D.C.				
OUT-OF-STATE	1	-	-	1
Minnesota				
Michigan	1	-	-	1
Military Bases	13	2	-	15
STEP TESTS				
High Schools		1	8	9
U. W. Transcripts				
Other Transcripts				
Correspondence				
TOTAL	560	192	8	760

TOTAL SUMMARY OF TESTING			
TYPE OF TESTING:	No. of Diplomas Issued =	17+ =	TOTAL
GED:	560	191	751
STEP:	8	1	[illegible]
DANTES:			
U.W. Transcripts			
Other Transcripts			
Correspondence			
TOTAL Wisconsin High School Equivalency Diplomas Issued		192 25%	760

Note: 17+ were issued an equivalency diploma but will not receive them until they have reached 18 and/or their class has graduated.

**INSTITUTIONS*

SUMMARY AND BREAKDOWN OF GED TESTING

APRIL 19 79

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	359	392	751
STEP:-------	9		9
DANTES:-------			
TOTAL	368	392	760

Average Schooling-----	10.14 %	10.33 %	10.24 %
Average Age-----------	26.85 %	22.67 %	24.69 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	236	240	476
Employment ----------	61	80	141
Military ------------	11	27	38
Other ---------------	60	45	105
TOTAL	368	392	760

NUMBER OF EXAMINEES IN AGE GROUPS

Age	Females	Males	Total	Age	Females	Males	Total	Age	Females	Males	Total
17	51	60	111	36	4	3	7	55	3		3
18	46	74	120	37	8	1	9	56			
19	31	58	89	38				57	1	1	2
20	13	38	51	39	5	1	6	58	3	1	4
21	19	28	47	40	3	1	4	59			
22	20	18	38	41	5	-	5	60	1	-	1
23	12	[illegible]	25	42	4	4	8	61			
24	18	[illegible]	29	43		8	8	62		1	1
25	11	8	19	44	3	-	3	63			
26	11	11	22	45	2	4	6	64			
27	11	5	16	46	3	-	3	65	1	-	1
28	10	7	17	47	2	-	2	66	-	1	1
29	6	4	10	48	2	1	3	67	1	-	1
30	8	8	16	49	3	-	3	68			
31	5	6	11	50	1	1	2	69	1	-	1
32	9	5	14	51	4	-	4	70			
33	6	3	9	52	3	-	3	71			
34	7	2	9	53	2	-	2	72			
35	7	4	11	54	2	1	3	73			
								TOTAL	368	392	760

Department of Public Instruction
HIGH SCHOOL EQUIVALENCY DIPLOMAS ISSUED
For the Month of ___MAY___ 1979

GED CENTERS	GED	17+	STEP	TOTAL
Adams	13	1		14
Antigo	11	2		13
Appleton	16	10		26
[illegible]adia				
Ashland	3	5		8
Baraboo	2	4		6
Beaver Dam	12	1		13
Beloit	11	3		14
Cleveland	4	1		5
Crivitz	1			1
Eagle River	1			1
Eau Claire	30	9		39
Elkhorn	13	7		20
Fennimore				
Fond du Lac	6	1		7
*Fox Lake	11			11
Green Bay Tech.	28	10		38
*Green Bay Reform.	18	1		19
Ha[illegible]rd				
*Irma				
Janesville	1	1		2
Kenosha	14	2		16
La Crosse	15	5		20
[illegible]dysmith	1			1
[illegible]dison MATC	24	21		45
Madison DPI				
Waupun Hosp.	4			4
Mendota Hosp.	3			3
City-Co. Jail				
Oak Hill, Oregon	3			3
Marinette	2	3		5
Marshfield	6	1		7
Mauston				
Medford	3			3
Menomonie-STOUT	3	4		7
Milton				
Milwaukee	83	30		113
Mequon	20	3		23
Oak Creek	20	6		26
Monroe	5			5
New Richmond	19	4		23
Oshkosh	8	8		16
Pewaukee	28	34		62
[illegible]illips	5			5
[illegible]tteville	6	4		10
*Plymouth	11	2		13
Portage	4			4
Racine	36	11		47
Reedsburg	1			1
Rhinelander	18	5		23
Rice Lake	9			9

GED CENTERS	GED	17+	STEP	TOTAL
Richland Center	3	2		5
River Falls	1			1
Sheboygan	3			3
Spring Green				
Stevens Point	5			5
Sturgeon Bay	2	3		5
Superior	7	6		13
*Taycheedah	6			6
Viroqua	6	1		7
*Wales		8		8
Watertown	5			5
*Waupun Prison	6			6
Wausau	8			8
West Bend	9	5		14
Wis. Rapids	5	2		7
Tomah V.A.	1			1
Wood V.A.	1			1
*Oxford FCI				
USAFI (DANTES)	1			1
Washington, D.C.				
OUT-OF-STATE	3			3
Minnesota				
Michigan	4	1		5
Military Bases	18	3		21
STEP TESTS				
High Schools			4	4
U. W. Transcripts				
Other Transcripts				
Correspondence				
TOTAL	626	230	4	860

TOTAL SUMMARY OF TESTING			
TYPE OF TESTING:	No. of Diplomas Issued =	17+ =	TOTAL
GED:	625	230	855
STEP:	4		4
DANTES:	1		1
U.W. Transcripts			
Other Transcripts			
Correspondence			
TOTAL Wisconsin High School Equivalency Diplomas Issued		27%	860

Note: 17+ were issued an equivalency diploma but will not receive them until they have reached 18 and/or their class has graduated.

**INSTITUTIONS*

SUMMARY AND BREAKDOWN OF GED TESTING

MAY 19 79

TYPE OF TEST:	FEMALES	MALES	TOTAL
GED:-------	400	456	855
STEP:-------	3	1	4
DANTES:-------		1	1
TOTAL	403	457	860

Average Schooling-----	10.07 %	10.22%	10.15 %
Average Age-----------	26.53 %	23.32%	24.82 %

REASON FOR TESTING:	Females	Males	Total
Further Education----	265	257	522
Employment ----------	64	106	170
Military ------------	12	30	42
Other ---------------	62	64	126
TOTAL	403	457	860

NUMBER OF EXAMINEES IN AGE GROUPS

Age	Females	Males	Total	Age	Females	Males	Total	Age	Females	Males	Total
17	52	81	133	36	9	2	11	55	3		3
18	58	89	147	37	4	2	6	56			
19	36	57	93	38	3	1	4	57			
20	20	36	56	39	5	3	8	58	3		3
21	18	30	48	40	3	2	5	59	2		2
22	13	22	35	41	4	1	5	60	1	1	2
23	10	18	28	42	2	2	4	61	2		2
24	13	21	34	43	2	2	4	62			
25	16	16	32	44	7	1	8	63			
26	11	8	19	45	2	1	3	64	1		1
27	9	9	18	46	4	1	5	65			
28	10	6	16	47	4	2	6	66			
29	8	6	14	48	5	2	7	67	1		1
30	9	4	13	49	2	3	5	68	1		1
31	12	5	17	50				69			
32	9	2	11	51	3	2	5	70			
33	5	3	8	52	3	2	5	71			
34	7	4	11	53	3	4	7	72			
35	6	3	9	54	2	3	5	73			
									403	457	860

STATEMENT OF PAUL SPEIGHT, WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION, MADISON, WIS.

Mr. SPEIGHT. Thank you, Mr. Chairman and committee members.

I am a little odd, sitting here among all of these educators. I claim to be a refugee from the business and industry world. However, I do happen to be with the Wisconsin Department of Public Instruction. About 10 years ago, I started back in education as a local vocational education coordinator up in Congressman Petri's district, and from there, about 6 years ago, they asked me if I would like to come down, and see what I could mess up at the department of public instruction.

I happen to be the administrator for high school equivalency programs, which are better known as GED, I guess. I am also responsible for all of the research in vocational education, development of exemplary programs, personnel development, curriculum development in vocational education, and somehow or another I seem to have gotten involved with a lot of manpower programs, and sit on the Governor's Youth Commission, balance of State youth committee, Wisconsin Occupational Information Coordinating Committee, and about 15 other different and sundry committees ranging through vocational education, manpower and career education.

We all have our biases and we all speak from our biases, and I think that I have already given you a good share of them. I think that the other bias that I am speaking from is being from Wisconsin. Wisconsin, of course, is a little bit on the unique side.

We are organized for education quite differently from the majority of States in the Union. The Vocational Education Act, of course, requires that it be administered by State boards of vocational education, which are solely responsible for the administration.

However, in our State, the State board is really only responsible for postsecondary. So we wound up having to transfer the programs for the secondary vocational education to the State department of public instruction, and that is where I began working with it. I do work very closely with the State vocational board and what we call the VTAE system, which stands for vocational/technical adult education.

Wisconsin probably is not as unique in another way, in that most of the elementary and secondary education is under the control of local school boards, and the department of public instruction's role is not that of being particularly regulatory or administrative, but rather playing the role of the persuader, the leader, the pusher. We try to keep within that role as much as possible, and the net result is that we have a little different kind of relationship with all of our secondary school systems.

The VTAE system emerged out of what began as a system of continuation schools. Wisconsin had the first vocational education law at the State Level in the United States. Back in 1911, our legislature set up a State board of industrial education to provide continuation schools for youth, 14 years of age and older, who had dropped out of school.

Now, as time has gone along, what has really happened is that we have kept pushing compulsory school attendance laws upward, and the child labor laws have made it more and more difficult for the youngster 12 to 14 years of age to get into employment, with the result that by the 1950's and 1960's, really, the VTAE system was operating a continuation school for those people who were really adults.

So, when the Vocational Education Act of 1963 came along, it was followed up by a State Vocational Education Act in 1965, which finally clarified the roles of the postsecondary VTAE system and the secondary schools of the state.

There is a fallout on this thing, though, and that is that as these ages have been pushed up, the State policies were pushed up along with them to the point where it was State Policy, in writing, that no one under the age of 18 was going to be gainfully employed in the State of Wisconsin.

When CETA was passed, all of the programs under CETA were directed at those who were already out of high school, or who were at least 18 years of age. This gave us a little bit of a problem.

By the way, we still do not allow anyone who has not graduated from high school in any kind of apprenticeship in the State of Wisconsin, or into any of the programs that lead to licensure or into certification.

The fallacy of this whole policy finally came home to roost when we began digging into what was going on, and found out that about half of our population over the age of 25 did not have a high school diploma. So we were losing a lot of them through the cracks along the way. In addition to that, we very recently found out that about a third of our 16-year-olds, half of our 17-year-olds and about two-thirds of our 18-year-olds are already out there working. They are gainfully employed, and many of them in full-time jobs. Some of them may be doing more work than they should be doing under our current State law, which of course places some maximums on those people who are already employed.

So the result of this whole thing was that when YETP came along, we had a bit of a struggle trying to figure out how we were going to fit this whole thing into our programs in Wisconsin. The old title I program, of course, was almost totally restricted to 18-year-olds, or people out of high school, and the various prime sponsors, of which we have 10 in our State including the balance of State, decided that they would not provide money to the secondary schools, even though there was a 22 percent set-aside for the use of school age youth, but rather they would direct this money through community-based organizations that provide direct services and direct employment stipends for school age youth.

When the new regulations came out, this provided still another kind of a problem to us because all of a sudden, of course, as we read the regulations, there has to be contracts with the high schools. So, at this point in time, the balance of State, at least, is trying to hold the youth portions pretty much out of title II, and now put everything under title IV.

The DPI is discussing this a little bit with them because we have a feeling that what is really happening is that they are trying to recover some of the funds that were allocated to community-based organizations, and make those available for transfer into the secondary schools. I am not quite sure how this is going to come out, but I am sure that we will get it all worked out before we get done.

Regardless of how these things fall out, and of course with the idiosyncracies of our State, I still think that there are probably far too much criticism of the Vocational Education Act, CETA and certainly Congress has come in for its share of criticism of all these programs.

I think that what we really need to do is to take another look because I am not sure that the critics really know what they are criticizing. I don't think that they know particularly what the basic issues are, and I am quite convinced that they don't know what a lot of the subissues are in these things. I think that a lot of them are coming through in interesting ways.

As far as I am concerned, one of the primary things that is going on in our country is that we are a credential society, and I think Congress has taken cognizance of this fact by inserting in title IV, and in the old title III, a considerable amount of pressure to insure that those youth who have not completed high school are involved in either a high school program or a high school equivalency program, so that they can gain a high school credential.

I think you would all agree with me that that high school credential is really the basic building block for any kind of a career in this country, whether it is in a trade, or whether it is in any of the higher levels of employment. But the problem we have with this is that what we see coming out in that the equivalency diploma is being given about the same amount of recognition as the high school diploma. I have a great deal of problem with that.

We have pretty well established that the high school equivalency diploma, regardless of whether it is given by the State, as we do it, or whether it is given by an unrecognized school, or those that have not been certificated in one way or another, or how the equivalency diploma is granted, it issimply not accepted on the same basis.

I am going to give out of my office some 8,000 high school equivalency diplomas this year. But at this point in time, no one can get an apprenticeship in the electrical workers any place in the United States with a high school equivalency diploma.

Interestingly enough, the Marine Corps, at this point in time, and of course the rules change from time to time, but right now the Marine Corps is not accepting anyone who has an equivalency diploma. The Army is even more interesting because they will not accept a female with a high school equivalency diploma, although they will accept the male with a high school equivalency diploma.

We can get into some other kinds of things. For instance, in Wisconsin, you cannot get a barber's license with a high school equivalency diploma unless you can show that you completed at least 2 years of high school.

The University of Wisconsin will not accept a holder of a high school equivalency diploma for admission unless the person has completed high school algebra and geometry, although a person with a regular high school diploma can get in, and that prerequisite is waived, although they have to make it up after they get in there.

While there are a lot of people who point out that the high school diploma is no guarantee that the person can even read or write, the fact remains that the credential is the important thing, although I am not in any way suggesting that it is not important that we teach people to read and write. That is important. However, without that credential, we continue to contribute to the disadvantagement of these people who really should be helped over the hump by giving them the best kind of a credential that we can give them.

I spent some time talking to the people in the Army about this whole question of not accepting the equivalency diploma. What they tell is that they have discovered, over the years, that the holders of high school equivalency diplomas tend to be higher in premature separation from the services than those who have regular high school diplomas.

Being the devil's advocate, I have used the same argument that, just because they have a high school diploma, it does not guarantee—as a matter of fact, we have some 60 high schools in the State of Wisconsin that will grant regular high school diplomas on the basis of GED. So a person walking in with a regular diploma may not even have graduated from a bonafide program. I suspect that this is true in other States.

What is happening, apparently, is that the Armed Services are using the GED, or more accurately the high school equivalency diploma as a psychological screening device rather than an indicator of the ability of a person to perform on something.

It really disturbs me when I find CETA youth programs operators who are suggesting to kids:

> Well, you don't really have to complete the high school because, if you really want to, and you want to get rid of all that Mickey Mouse, you can drop out and you can go over and get the GED test.

This has been challenged, but I think that we have got some pretty good evidence that suggests that this is happening, and I am not sure that it is caused because of the CETA youth program operators, and I am not sure that it is because of the high schools.

More accurately, I think what is going on is the sort of thing that was mentioned here a few moments ago, which is that these kids, not being stupid, are establishing a highly efficient intelligence network in which they are telling each other where they can find the programs that will lead to getting some money fairly easily. This ranges all the way from the kids in the university, who go down and get food stamps, and they are eligible, and perhaps it is legitimate when a youngster is trying to get through the university.

We also find, on the other end of the stick, that we have kids who can hardly wait to drop out of the high school, and get into some of these CETA work programs, and other kinds of work programs. I am not laying it entirely at the door of CETA either because there are other kinds of programs that these youngsters can get into, and we have case after case, after case, and many of these come across my desk because of testing of underage youth. If a high school refuses to give a release, a GED testing center cannot administer the test to an underage youth unless they get that sign-off, or they can appeal it to my office. I get a lot of those appeals across my desk.

What is going on, then, is that we are getting more and more young people going through our testing procedures. This got to the point where in September of last year, just about the time school was starting, it was absolutely wild. We had a number of testing centers, 17- and 18-year-olds, whose class had not yet graduated from high school. These 17- and 18-year-olds were coming in in greater numbers than all of the people 19 and above. This got to the point where I finally got back to some of these testing centers, and asked them for an explanation of why this was going on. There were a variety of reasons, there is no question about that, but most of them were trying to escape going back into the high school to finish up.

I think that what is important, regardless of who contributes to this, is the fact that we need to set up mechanisms where it becomes more difficult for kids to drop out of high school. We can argue all we want to about whether the high school is the proper place for some young people to be. I agree that there are some who do not belong in high schools.

On the other hand, I had high school counselors say: "I am really doing this kid a favor. He does not have anything to do here in high school anyway, so we tell him to go on down and get the GED." I go right through the roof every time I hear this because I really think that we are shortchanging these kids. We are giving them a stigma and a disadvantage that is going to live with them the rest of their life, and I don't think that we have that right. We are really abrogating their right to an education, and a good education, leading to a full credential.

What we are trying to do now in Wisconsin is to figure out ways of providing more and more alternative programs. I think that one of the most effective ones that we have had all the way along, it is not new, is the old co-op program.

To me, co-op is one of the best training tools we have because we bring the best of the work situation and the best of the classroom together at a point where they can both be used to bring a young person along.

We have other fall-outs on that. We found that an old co-op/vocational education teacher who is out in the community, day in and day out, meeting with employers, builds up a rapport that really cannot be matched any place else.

I will talk, in a couple of minutes, about the experiences of our Wisconsin job service, and how we have gotten them into the schools, and they have been most impressed with the amount of support of schools that employers will give, that they will not give to any other governmental agency. Only that school will keep that kind of a rapport with the employers.

We think, too, that some of these programs are exceedingly beneficial. In the appendices of the material that I have provided for you, I have given you a few pages of a follow-up study we contracted with the University of Wisconsin-Stout, which is up in Minominee. They did a great deal of study, and they are going to do it again this year and next year, of the attitudes of various people toward vocational education as presented in the high schools of the State.

I think what is really important is what the employers think of this, and I would like to just mention two or three of these. For instance, 4 out of every 10 employers responding, indicated that they had a good deal of preference for hiring vocationally trained persons. Over 8 out of 10 employers responding, indicated either some or a good deal of preference for kids who had gone through vocational education programs. Only 16 percent voiced no preference.

Of the employers that responded, and those that had an opportunity for comparison—incidentally, there are many employers who have not hired kids out of high school programs, so we obviously have to deal with those who responded, having dealt with them—8 out of 10 rated the vocationally trained persons as having a higher job entry skill level.

Eighty-three percent of the employers responding felt that that the graduates' attitudes toward on-the-job training was more positive, and they were more eager to learn. They were more willing to respond to supervision. This is, I think, a very positive kind of an outcome.

The other things that we got into were employers' ratings of various other attitudes. It is all very positive.

We, of course, have had a lot of problems correlated with that, the dropout rate since last year jumped a total of 16 percent. It is unprecedented, and we think that a lot of that is because these kids are beginning to understand that they can circumvent the high school.

Where are we going to go? I think that we ought to be doing some rethinking in terms of our programs, and trying to see where we can best apply our resources. I think we need to talk about the training for entrepreneurship. We have been doing this in agriculture for years. I think we can do this through multidisciplinary approaches to vocational education, and other areas. I think that this is where CETA can be plugged in because this is a way of helping the disadvantaged, having the resources necessary to get into entrepreneurship.

I think that this helps with upward mobility all the way through, and I think that as we begin to shift our policies, we need to look toward, perhaps, bringing all of the human resources together in one place. We have alternative schools throughout the State that we heard from in CETA hearings. They all talked about what how wonderful they were doing in a variety of settings, including churches, storefronts, and all the rest of them. Really, the key ingredient on this was the low pupil/teacher ratio. They all talked of ratios of 1 to 6, and 1 to 3.

If we can get these kinds of things going, and if we can take advantage of the fact that high school enrollments are dropping right now, and they are going to be unused facilities, and here is a point where we can bring all of these various services into schools, I think that then we can bring CETA, we can bring vocational education, and a variety of other services together. Out of this, I think, is going to come the kinds of things that we have in our in-school job placement program in Wisconsin.

We started this thing about 3 years ago. At this point in time, we have roughly half of the high schools in the State. Last year, they placed 23,000 young people in jobs, over half of whom went into permanent, full-time employment. Now, 23,000 may not mean anything, but in Wisconsin we don't have all that many kids. Our total senior enrollment in high school is 76,000 kids.

Now, out of half of the high schools in that State, we placed 23,000. If we cut the total senior enrollment in half, because of this being half of the schools, we are talking about dealing with only less than 40,000 kids. I think that that is a marvellous number of job placement.

I can tell you that the job service is just absolutely sold on this thing because it has given them an entree into this whole problem of reaching the young persons, training them on how to get the job, and then giving them the services of getting them into jobs.

If we can work all of these various programs together, I think that we will have this sort of thing. Obviously, I have abbreviated much of this. I am out of time, I understand.

Thank you very much.

Mr. **HAWKINS**. Thank you, Mr. Speight.

With respect to the last idea that you mentioned, the in-school placement service, are we correct in assuming that a description is included in the prepared statement?

Mr. **SPEIGHT**. All that material is in the prepared statement.

Mr. **HAWKINS**. It is in the statement?

Mr. **SPEIGHT**. Yes.

Mr. **HAWKINS**. We are introducing a bill today which would provide specific funding for that program, which is obviously permitted under the existing law, but we thought that it might be successful, and we feel that it needs to be encouraged. We are very pleased to get the experience that you have had in Wisconsin, in support of that idea.

Mr. **SPEIGHT**. Mr. Chairman, if you like, I can give you a year-old annual report on this thing, which will give you more details on the outcome.

Mr. **HAWKINS**. Without objection, that will be entered in the record in its entirety at this point.

[Documents referred to follows:]

FY'77
ANNUAL REPORT
WISCONSIN'S IN-SCHOOL
JOB PLACEMENT PROJECT

A COOPERATIVE VENTURE BETWEEN

THE WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

AND

JOB SERVICE WISCONSIN

By

Paul Speight, Director, Special Projects
Department of Public Instruction
and
Peter Van Ness, Program Manager, In-School Placement
Job Service Wisconsin

INTRODUCTION

The transition from school to work is a persistent problem for youth. Unemployment rates for younger workers consistently run considerably higher than the unemployment rates for older, more experienced workers. The problem is particularly acute for disadvantaged and handicapped persons and for persons attempting to enter the labor market prior to high school graduation.

According to data generated by the Information Systems Bureau of the Wisconsin Department of Public Instruction, 17 percent of all students who enter Wisconsin high schools leave prior to graduation. Of those who graduate, 53 percent enter directly into the labor market. Thus, more than 65 percent of the youth of Wisconsin enter the labor market at or before graduation from high school. At the same time, information supplied by the Wisconsin Department of Industry, Labor and Human Relations and contained in the State Plan for Vocational Education in Wisconsin, 1977-1981 indicate that the statewide unemployment rate for youth is almost triple that for the total population.

As a means of assessing the difficulties which youth experience in making the transition from school to the next career step, a survey was conducted during April, 1975, of high school seniors in Wisconsin. Ninety-five percent of the 499 public and private high schools in the state participated in administering the survey, with the result that more than 75 percent of all high school seniors in the state were covered. As a part of the Senior Survey, students were asked for their perceptions of the usefulness of various resources in making plans for the next year. Most reported that they received little help from high school counselors and high school teachers. Fewer than five percent of those responding reported receiving help or information from the State Employment Service. At the same time, nearly half of all respondents reported needing help with career related counseling and job placement.

To meet the needs of Wisconsin youth by providing assistance in making informed career decisions and in preparing for and executing job searches, the Wisconsin In-School Job Placement Project was started in the fall of 1975. It is a joint project of the Wisconsin Department of Public Instruction and Job Service Wisconsin, and utilizes a model and technical assistance provided by the Vocational Studies Center of the University of Wisconsin - Madison.

It should be mentioned here that there are inherent problems in writing a report of this nature. The readers of this report come from a variety of areas and each will have his or her own agenda. For example, a guidance counselor will regard this report in a much different vein than a HEW official or a CETA Prime Sponsor planner.

The primary objective is rather simple - to find jobs for in-school youth who want and need employment. However, the project engages in various other activities. These other activities strongly support the job placement efforts. The program does not necessarily serve only the disadvantaged, yet we've enjoyed successes in that area. In this process, we serve a number of disadvantaged youth including CETA eligibles.

Virtually all available funds are spent on direct personal services in the field. Because of this, our management information system is quite spartan and practictioners in the field are not burdened with undue reporting. This leaves more time for direct service. However, the inherent problems caused by a minimum level reporting system is that some questions can be only answered with "guesstimates."

- OBJECTIVES -

The project is designed to encourage Wisconsin Local Education Agencies (LEA's) and Local Public Employment Service Offices (Job Service) to develop job placement teams consisting of school vocational coordinators, school counselors, and Job Service placement specialists, along with other community and school personnel. The team becomes a nucleus for providing career counseling, employability skills development, labor market information, and placement services for all in-school youth, recent school drop-outs, and recent high school graduates. Priority is given to disadvantaged, handicapped, potential drop-out, and work force bound graduate populations. Other priorities include assistance to vocational cooperative programs, work experience programs, and Work Experience Career Exploration (WECEP) programs. To accomplish these goals, specific objectives for the project include:

1. Formation of interagency teams to operate job placement services in increasing numbers of Wisconsin secondary and post-secondary schools.
2. Provision of in-service training for job placement teams representing Wisconsin secondary and post-secondary schools and Job Service.

3. Provision of career development, employability skill development, labor market information, and job placement services so that they are available for all Wisconsin youth who are in school, have recently dropped out of school, or who have recently graduated from high schools or post-secondary vocational schools.

- PROCEDURES -

The Wisconsin In-School Placement Project is organized around the job placement team concept. Schools or consortia of schools are encouraged to enter into non-monetary contracts with local Job Service offices. These contracts specify that the school(s) and the Job Service office will form a consisting, at a minimum, of a local vocational coordinator, a school counselor, and a Job Service Specialist. The team may be augmented, where desirable, by including vocational teachers, other school staff, other Job Service staff, and sometimes personnel from other agencies within the area served by the team. The team further develops the non-monetary contract, or statement of agreement, by addressing each of the four service components. These components are: career development, employability skill development, labor market information, and job placement service. The contract futher enumerates which team members will have primary and secondary responsibility for each component, and addresses the concerns of other persons such as vocational coop teachers, CETA program operators, and/or school and Job Service administration.

Each team is asked to form an advisory committee consisting of at a minimum, one member each from Job Service management, school administration, business, labor, parents, students, a civic leader, and at least one member of the committee who is a member of the "placement team" in an ex-officio capacity. The committee is responsible for providing information and feedback to the team to improve services and results, providing assistance in gaining community support for the project, and providing support and guidance to both the school and Job Service in changing school curriculum and Job Service procedures. The net result is that the needs of young people may be more effectively met.

- RESULTS -

During the pilot year of the project (1975-1976) approximately 12,000 of the more than 75,000 Wisconsin high school seniors in 56 of the 433 Wisconsin high schools were offered services by the project. A total of 2,664 placements were completed and 13,500 received career development and employability skills development assistance including a packet of materials relating to the information needed for finding a job both now and in the future. The Senior Survey was administered to all seniors in participating schools. The survey indicated a 50 percent increase in the number of students who perceived school counselors as being helpful in making plans for the next year. The number of students perceiving Job Service as being valuable in finding a job, more than doubled. The numbers of students relying on peers for job information showed a substantial decrease.

With the evident success of the project, the numbers of schools wishing to participate during the 1976-1977 school year were greater than the resources available to accommodate them. However, during 1976-1977:

155 high schools participated.

5 post-secondary schools participated.

19 out of 20 Job Service Districts participated.

37 separate consortia of schools and Job Service offices were formed.

40 Job Service Specialists were assigned to providing year-around regularly scheduled services to high schools and post-secondary schools.

225 school and Job Service personnel participated in in-service training.

30,000 employability portfolios were distributed.*

35,000 students received career development and job seeking skill development assistance.

20,000 placements were completed of which approximately 30 percent were CETA slots, 30 percent were part-time unsubsidized jobs, and 40 percent were full-time unsubsidized employment. The part-time and full-time jobs were in the private sector.

The above data are based on incomplete reports for the fiscal year which ended September 30, 1977. Totals of students served have been rounded to the nearest thousand and in some cases, are minimum figures since it is anticipated that the totals will be increased slightly when final data are available.

The rapid growth and success of this project have been due, in large measure to a variety of factors including:

1. The project was commenced at a time when there was a substantial demand for providing more assistance for young people in making the transition from school to work.
2. It was realized from the outset that no single agency possessed the personnel and resources to accomplish all of the goals set for the project without outside assistance.
3. The planners of the project agreed that there needed to be established broad policies and operating procedures. These policies and procedures accounted for the programmatic needs of the participating

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*Called a "PACKit" (Personal Approach to a Career Kit), these portfolios contain a variety of employability skills material. Funds came from sponsors including Job Service, Department of Public Instruction, Wisconsin Occupational Information System, and Departments of Army, Navy and Army Reserve.

agencies, provided both clear statements of responsibility to avoid conflicts over "turf," yet provide considerable flexibility to develop operating procedures based on local grass-roots needs.

4. Local agencies were provided wide latitude in the development of local services so long as the responsibility was clearly defined.
5. Inter-agency cooperation at the State level was considered by the project planners as being the top requirement. As a result, considerable effort was expended in opening and keeping clear lines of communication among participating agencies so that local conflict could be quickly referred to state agency personnel for immediate resolution.
6. The project was planned in order to serve the accountability needs of all participating agencies. The programs of all agencies were enhanced by the success of the project.

Additionally, the success of the planning can be measured by the success of the participating agencies in developing and acquiring a wide variety of funding sources to support the project. The initial impetus for the project was supplied by a small Educational Personnel Development Act grant designed to train school counselors in the development and implementation of job placement services. As the project gained momentum, additional funding for schools was drawn from a combination of local, state, and Federal Vocational Education Act resources. Job Service was able to draw on a combination of Employment Service Title III grants, a national CETA Research and Development grant, Department of Labor Summer Youth money, and a limited amount of State Youth Grant funding. As demands for expansion grew, some CETA Prime Sponsors provided funds from Titles I, II, and VI as well as youth employment slots funded under Title III. Some schools were able to draw additional funds from ESEA Title IV and the Handicapped Act to supplement Vocational Education, local, and State educational funds. While the money was drawn from a wide variety of resources, the program was highly cost effective since the total cost of all operations was less than $1,000,000, not counting the cost of subsidized job slots. This money provided job placement for more than 20,000 young people and career development and job seeking skills for more than 35,000 students. If resources become available, it is anticipated that the project will be expanded during the current year, the third year of operation, into more than 200 secondary and 15 post-secondary institutions serving more than 50,000 students.

In short, success breeds success. As one participating vocational education coordinator related to the program managers, ". . . this program is the final measure. It lets us know if our twelve year association with a kid has been successful."

This is based on 1977-78

FACT SHEET

vocational education in wisconsin's high schools

How many young people of high school age (15 through 18) are there in Wisconsin?	370,773	
How many of the 16-year-old population are already working	31,889	(33%)
How many of the 17-year-old population?	46,250	(50%)
Of the 18-year-old population?	58,082	(67%)
How many of the 370,773 are enrolled in high school?	335,353	(90%)
How many are seniors?	76,925	(23%)
How many seniors will enter the labor market at or before graduation?	41,540	(54%)
How many seniors are planning to enter post-secondary education programs? (College, technical school, etc.)	32,309	(42%)
How many of these 32,309 will not complete their program of higher education, and enter the job market?	16,155	(50%)
How many high school students will drop out this year?	17 14,085	(4.2%)
How many of these 14,085 dropouts will enter the job market?	11,972	(85%)
How many high school seniors are now enrolled in vocational courses?	24,076	(31%)
How many seniors are there who clearly need but are not receiving capstone training?	48,667	(63%)
How many of the total high school age population need vocational education, including those who might otherwise drop out?	241,002	(65%)
How many Wisconsin high schools have comprehensive programs of vocational education?	104	(24% of the state's 428 high schools)

(Please see the other side of this page for the definition of a "comprehensive program" of high school vocational education.)

Bureau for Vocational and Career Education
Wisconsin Department of Public Instruction 11/78

Wisconsin Department of Public Instruction (fact sheet; side 2)

-vocational education in the high school-

Definition of "comprehensive program" of vocational education:

(a) services of a Local Vocational Education Coordinator (LVEC)

(b) development of a local, long-range plan for vocational education

(c) career development process (vocational guidance and counseling)

(d) exploratory and sequence courses

(e) variety of capstone courses (minimum of five capstone courses in at least four vocational disciplines

(f) formalized articulation of high school and post-high school courses

(g) modified programs and/or special services for students with special needs.

The Department goal is a comprehensive program of vocational education available to all students in all Wisconsin high schools.

There are now comprehensive programs of vocational education in 24% of the State's high schools.

Mr. **Hawkins**. May I express the appreciation of the two committees to the witnesses. I think you have been excellent witnesses. You have given us, I think, many splendid ideas this morning.

One of the reasons for these hearings is to try to find out what success we are meeting with in trying to encourage or even to force some type of a linkage between the CETA, on the one hand, and education, including vocational education, on the other.

The witnesses this morning have indicated the different experiences in that connection. My understanding of the Colorado experience, as related by Dr. Caduff, is that there have been some difficulties in his particular area with getting that type of cooperation, whereas in the Pittsburgh area, as indicated by Dr. Olson, it seems to have worked.

In other words, there seems to have been some difficulties in some areas to get that linkage which was intended in the law itself. May I, therefore, ask for some of you who have had some problems in connection with that linkage to give us an explanation as to why it is difficult in some areas to get what we have been trying to do to encourage, at this level.

I think Dr. Collins has indicated some difficulties because of uncertain, inadequate, and often limited durations of funding, which interferes with coordination and linkage.

Could we have some expression from some of the others as to what does it really take in order to get this type of coordination and linkage, which everybody says is desirable. Would one of the witnesses care to comment, or to further clarify a statement that would go into this subject?

Dr. **Caduff**. I would only repeat what I said. It seems that we had good coordination under the MDTA concept, and at that time the training programs were administered through the local or the State board of vocational education. Some similar kind of State agency that would provide the coordination or the linkage between the CETA prime sponsors and the local vocational programs, it seems to me, would be an answer to this. It is nonexistent at this time, as was alluded to here by some of the others.

In establishing the training program, we are in a competitive kind of a situation where we are trying to bid for the program. We have no resources at this point in time, at least in my area, where we have a situation where we can fund ahead of time a bidding process. When we do get the bid, then it must be a total, 100 percent support, or we have no way of operating it.

So we do need help from the State. We need to get the State involved.

Another point I would make is this. If we were to get seed money, it does not help us a bit. The State of Colorado does not pick those commitments to the Federal funding after they have once been inaugurated, and this is one of our problems. So we need something more than seed money. We need written commitments on the Federal funding to the individual State, at least in our situation.

Mr. **Hawkins**. Well, the new bill does provide and the reform bill did provide a 1 percent set-aside for the Governors to establish linkages. Has any one of the witnesses had any experience in how that set-aside has been used, or if indeed it has been used?

Mr. SPEIGHT. We are using the 1 percent set-aside in Wisconsin, and what has happened is that we have persuaded the Governor's manpower office to fund a position within the department of public instruction for a person whose job it is to build linkages between youth program operators, prime sponsors, and the local school districts.

We had tried in Wisconsin, earlier, to impose some sort of a mandate from the top. The Governor, as a matter of fact, spent a good deal of time and the staff spent a good deal of time in trying to set up these kinds of things. But the problem is that when you get at the local level, nobody pays much attention to the State government, anyway. It is always viewed with a good deal of suspicion, which is human nature. So they are pretty apt to go off on their own, and then everybody spends their time trying to figure out, is my agency the one that is going to get all the turf on this thing, or how much of the turf can we carve out.

Really, coordination is a person to person thing, not agency-to-agency thing. I think, personally, that I would rather see mandated programs. One of the things you will see in my testimony is that, why not put some of the youth funds or mandate some of the youth funds into co-op programs. There is no way that they would spend the money, unless they do work through the schools, and run those co-op programs through the schools.

So, I think that if we go on coordination of programs, rather than trying to coordinate agencies, then we will find our people. I have my counterpart in virtually every State agency, and we are getting to the point where we are getting some coordination, but it has not been easy. It is person to person, and not agency to agency.

Mr. HAWKINS. It has been administratively the trend to set up mandates as for earmarked money of that nature. The block grant approach has been pretty much encouraged, even at the local level. Yet, you are suggesting that that may not be good in this particular instance.

Mr. SPEIGHT. I am not sure that it is bad, either. But it takes time to work some of these things out. If you are looking for immediate results, then I think we need to pick some specific program areas, and begin to lock those together.

Dr. OLSON. I am Jerry Olson from Pittsburgh, and although Pittsburgh is cited as a city that has been able to coordinate CETA and our vocational programs, I would point out to you that our total amount of effort is is a $3.6 million effort, about $600,000 of that going throughout the 9 months of the school year. The bulk of $3 million coming in the summer, where we are unable to do the coordination. We simply don't have time.

I certainly don't play down the fact that the employment of youth in the long, hot summers is extremely important in inner cities. There is no question about that. However, the summers end, and the students come back to school, and they simply are not more motivated to come back than they were when they went out.

We simply need to have those dollars spread over, and some statements in the legislation that insist upon the students that participate in those programs have commitments throughout the entire school year, to really impact both on youth employment and total education for the youth.

Clearly, they can get jobs in the public sector. It is not clear that they still have the skills to transfer those into the private sector. Very often we find that the students do not, and thus the increase in our dropout rate and the decrease in our holding power. We are concerned about it.

Mr. **Salebra**. Between the summer youth employment program, and the YETP program, we are expending between $1.5 million and $2 million on a yearly basis—that is Federal money. All the voc. ed. gets less than $1 million. We are talking about a significant difference in the number of people served.

I will have to agree that we should put our money into programs—that is why I want to restate that the cooperative programs are a proven type of instructional program to place youth in jobs individually. We are doing the "shotgun" method, so to speak, on youth employment. We are putting money in their pockets, and we are doing a lot of jobs that may be classified as "busy work," when we talk about summer youth programs, but not really geared into building up an independence toward the world of work, which we do with the co-op program.

It is so much more important, and we are not putting a good ratio between the job developer and the help. It is like a 20 to 1 ratio, as we do with co-op, and the youth employment may have a supervisor for a larger number of youth that he cannot possibly give those additional services to, and which the youth need.

So we are not building good work habits. We are not building a dependence toward earning his own way, and this is what I think the co-op does. He has to earn his own way with a gradual transition over to the employer taking over the wages. This is proven. We have spent a lot of money down through the years operating the co-op program, and we know that it does actually work.

I think that further expansion would be a more prudent use of the CETA dollars.

Mr. **Hawkins**. I will ask Dr. Collins first, and then you, Mr. Speight.

Dr. **Collins**. I would like to speak in terms of the difficulty of the relationship between CETA and the educational systems. It is a delicate kind of proposition that we are talking about, but there seems to be an attitude among our superintendents, whether right or wrong, that they are responsible for what happens in the schools. There is some resentment toward any other kind of program that comes in, over which they do not have full control.

Consequently, when CETA came along and brought their program into the school, there have been some undertones of resentment toward that because they did not control it, you see.

Obviously, again, this is a delicate kind of thing. I think more involvement of superintendents and educators would help them accept the CETA program more effectively. There needs to be a joint effort here and it is dichotomized to the point that it is one area here, and one area there, and I don't think that it is working very effectively.

So more involvement of the educational establishment in administering and performing the educational functions of CETA would be helpful. I think that would be the thrust of what I would say in our area.

Mr. **Hawkins**. Thank you.

Mr. Speight?

Mr. **Speight**. I merely wanted to point out that one of the best things that we have had come down the pike lately is the job tax credit thing. One of our problems has been trying to get employers to go along when they were having to pay minimum wages for kids to learn. An employer cannot always bear that burden as easily as we might. Right now, we are finding that all of a sudden we are getting a resurgence of interest in developing these kinds of co-op programs that will generate tax benefits. Now, this is at a time, mind you, when we are losing schools out of our vocational education program. We lost 40 last year. That is about 12 percent of our total LEA's in the State that we lost out of the federally financed and sanctioned program of vocational education.

So we think that these kinds of things are going to help us get back in the ballgame and begin to do some things for kids that we should have been doing all the time.

Mr. **Hawkins**. Do you think that the tax credit is sufficient to overcome the payment of the minimum wage?

Mr. **Speight**. I would like to see one other thing happen, and that is, I would like to see title IV moneys being used for training stipends along with the tax credit. We could take some of these hard to place kids and virtually give them a free ride in the private sector.

I think that it is important to get them into the private sector because you can work them all you want to in the sector, but the transferability into unsubsidized employment in the private sector is much lower than when you start them in the private sector.

Mr. **Hawkins**. We also understand that this is included in the new bill which we are introducing today. I am glad to hear that recommendation.

We would appreciate, in connection with the introduction of that—we will see that the witnesses get a copy of it—any comments which they wish to make with respect to the proposal will certainly be appreciated by the committee.

May I yield at this time to Mr. Jeffords, who has not had an opportunity to question the witnesses.

Mr. **Jeffords**. Thank you, Mr. Chairman.

First, I have a couple of specific questions for my good friend from Vermont.

You have a 3-year followup program. How did that come about; who required it, and how long has it been in place?

Mr. **Salebra**. We have a 1- and 3-year followup that we have worked with the State department of education to develop; and that has been in place for 8 or 9 years now. We have always had the yearly followup since 1963. As a matter of fact, at the Rutland Center, we even do a 5-year followup.

Mr. **Jeffords**. Is that a State requirement, or is that a local requirement?

Mr. **Salebra**. The State has a requirement of the 1 and 3.

Mr. **Jeffords**. One of the problems that we have found with the CETA youth programs is that there is no followup done in most of them, and it is very difficult to determine whether or not they are successful. I think the only one I have seen any significant followup on is is the Job Corps program. There is a 6-month followup on some Job Corps youth. It is good to know that my good State, at least, is doing that.

In 1 minute, I will ask the others if they have similar follow-up programs.

I wonder if you could also give me an idea as to how you cooperate with the YETP program. How does that function at the local level; how does it work; whom do you meet with, how often; what occurs to get the cooperation there?

Mr. SALEBRA. Congressman, as you know, the State of Vermont is a prime sponsor. YETP moneys are applied for through a proposal, and it is done yearly. This is one of the drawbacks.

Mr. JEFFORDS. I understand that, but I am wondering how does it work at the local level, and how often do you meet and how do you coordinate the programs, and how does it function at the local level?

Mr. SALEBRA. OK. We submit a program, and we utilize the money, as I have explained, for a transition program from school to work, where we are able to place the young people in subsidized employment, and it is a pass through from there for work experience, getting those types of skills, to maintain a job, and then pass them on to unsubsidized employment.

Mr. JEFFORDS. Do you administer that yourself?

Mr. SALEBRA. Yes; through our cooperative education program. It does work. As I mentioned before, the problems come in with differences in fiscal years. We are operating from an October basis on the YETP moneys, and we operate starting September through June. There is a problem that way, and then coming through the summer.

We get something started, we get the ball moving, and you come to June and it stops because the school program stops, and because the supervision stops. This is one of the things I maintain that we should build in 12-month programs.

Mr. JEFFORDS. I understand that.

Mr. SALEBRA. OK.

Mr. JEFFORDS. You mention ITP's, or individualized training programs. Do you use that in the development system, or is that an idea that an idea that you have?

Mr. SALEBRA. No one is placed without a training contract that states what the student is to learn, what he is to be able to do at the completion of the program, or for movement. What the training station has to provide, what the school has to provide, and the interim monitoring which may change the program for remedial help or more advanced placement.

Mr. JEFFORDS. This is done for each individual?

Mr. SALEBRA. Each individual.

Mr. JEFFORDS. Is this required by the State, or is this your own requirement?

Mr. SALEBRA. This is our own requirement, but we are reading the co-op guidelines now that are published nationally, and if you interpret those co-op guidelines and carryout those guidelines of the cooperative education plan, it would fall into that naturally.

This is the ideal way to operate it. In other words, we are talking about something that has been proven for 50 years.

Mr. **Jeffords.** I would like to ask this question of you, and then generally of the panel. What is done to try to make sure that the training provided is going to be coordinated with the jobs available, and how do you work that at the local level?

I would like each of you to comment on that, from your experience.

Oftentimes, we train people for jobs that are not available. There seems to be a lot of that done around the country. So I would like to have your comments on that, if I may.

Mr. **Salebra.** I will start it off. One of the points that I also made was, we are limited in going into the private sector, which eliminates a lot of jobs. If we are looking at the jobs of tomorrow, and they are in the private sector, if we are going to use CETA funds, we are limited on that point.

Then, we go out and try to get the employer to pay. In the Rutland area, we have been very successful. We do place almost one-half of the senior class on work experience, sometime during the year, and the employer will pay.

We need to get into the private sector because this is where the jobs of tomorrow are. We do train in some programs in federally operated offices, Government offices, where they do have some up-to-date things, such as data processing which we are able to get the students on, but they are in the minority.

I think if we are going to expand and get into the jobs for tomorrow, we should be looking at the public sector for training stations, and we would write those things right into the contract, what they are supposed to learn on that. It should be an extension of their vocational program.

Dr. **Olson.** Congressman Jeffords, if I could tie the two questions together, the followup and the training for jobs.

I cite a statistic in the testimony that about 96 percent of our YETP students were maintained in the program over the course of the school year. About 50 percent of those ultimately reach employment in the private sector. We are speaking here of 500 students over the course of a year's time as opposed to about 2,000 students that we serve in the summer in a massive three-month effort.

In terms of our overall vocational students, we place about 75 to 80 percent of our students through the co-op route, and 75 percent of those stay on those jobs and become permanent employees in the long run. Now, this is verified in 3- and 5-year statistics in followup studies that we have of the students.

How do we maintain the programs, and their appropriateness for the demands of industry. We do it two ways. We do it through our advisory committees, both our large overall, general advisory committee, and through some 53 skill and craft advisory committees who advise us about course content and changes that should be made in it.

Our problem is that the 500 students we serve, and the vocational students we serve, we serve well. We have other disadvantaged students that we simply cannot reach throughout the course of the school year, to provide the coupling between job placement and the education that they need to move them from those public sector jobs into the private sector jobs.

Mr. **Caduff**. We do a 100-percent placement followup on our students. We do this for a year to find out if they are in what we term to be permanent employment. We do not count them to be successful unless they are in training related employment.

In addition, in our followup, we determine what the total employment is, and we also determine what their continuing career development is, if they go on to further education, et cetera.

Mr. **Jeffords**. You are referring to the vocational education students here?

Mr. **Caduff**. We have only vocational education students in our community college.

Mr. **Jeffords**. I just wanted to clear that up.

Mr. **Caduff**. We have no academic students.

As an example, in 1972, we had 94 percent placement. This is overall placement. In many of our programs, we have 100 percent placement. As I said, we have three or four jobs for every student that we can get in.

In 1973–74, we had a 94-percent. These go on, and each year we can give you the percentage. We have carried some of these for a 10-year continuation in some questionable areas. This year, I am faced with closing out three programs. We are finding that there is no a reasonable chance for employment, and we are simply closing the programs out.

We are looking at other areas to replace those, where there is reasonable expectation of employment. We don't feel that running a student through the school, and just getting him a certificate is what it is all about, so if we don't get them placed, we don't offer the program.

The way we determine what kind of job we ought to offer, as I mentioned a little bit earlier, we have some 59 advisory committees with over 276 members. Each of these members is a participating person in the industrial area of our Pueblo community. They have their finger on the pulse of the employment. So it is primarily on the basis of what they say we need that we develop our programs, or allow our programs to continue.

There are some problems with very large, expensive installations, such as diesel mechanics, which we don't just close out because we are off one year. But we do look at some rather long-term projections as to whether it should continue.

We find, too, that our employment community is not just the immediate Pueblo community, but it is the nation as a whole in many of these areas, especially in electronics programs.

Program termination is a part of our way of life. If it does not get the student employed, we terminate the program.

Mr. **Jeffords**. I could go on for a long time——

Mr. **Hawkins**. Would you yield to Mr. Erdahl, just temporarily, at least, anyway.

Mr. **Erdahl**. Thank you, Mr. Chairman.

Just a couple of questions, and then I have one which is a continuation of one our colleague, Mr. Goodling, asked of a similar panel yesterday.

First off, and this is to any member of the panel. What are the things that eliminate the possibility of getting into the private sector?

Dr. Olson. If I may answer that question in just a few words. I think the one single thing that eliminates the movement from the private sector jobs to the public sector jobs are skills, and an understanding of work.

Clearly a student working in the private sector, if he is there long enough, can have an understanding from modeling roles from supervisors and other employees. He can gain from those experiences. But, in fact, if they do not have the skills that will produce for that employer in the private sector, he will not remain very long.

I can tell you that many of the YETP employees that have through the public sector route, have a tremendous time making the transition to the private sector, and the reason is they just do not have the skills to cope with it because the training was not there.

Mr. Erdahl. Again, if I could followup on that. You feel that it is the lack of a skill to come into the private sector that is probably more relevant than some other artificial things that might discourage the private sector from hiring them.

We have heard people talk about the minimum wage, and whether we should make an exception at the entry level in the minimum wage, to try to encourage employers to hire young people. I think Mr. Hawkins talked about another concept which I think is a sound one, some type of a tax credit.

I am glad, Dr. Olson, that you brought up the point about the importance of the skills that are marketable.

Would anyone care to comment on my question.

Dr. Olson. I do have a concern about the minimum wage law. I have also testified, it seems to me, that some adjustment needs to be made of that in the early stages of employment. I am speaking here of a 14- and 15-year old student.

I do think tax credit is going to help the situation, but I would like to see students be placed into some private jobs and some adjustment made overall in the minimum wage at the entry level.

Mr. Erdahl. Would anyone else care to comment on that?

I think that the bells are ringing for us again.

Mr. Salebra. I made a reference to the placement into the private sector. We are talking about wage support. The tax credit certainly helps. It has been a real shot in the arm this spring, since that has started.

We are talking about wage support that we would write into a contract, for instance, where the wage would gradually transfer from subsidization to unsubsidized employment. We would build that in like an OJT, and we could more or less regulate that type of thing.

In order to get our foot in the door, sometimes, we need that to get into the private sector. The skills are getting more complex. I had an employer remark to me: "You know, years ago, we used to hire someone off the street, and put them on a $5,000 machine, and we were not too concerned. But we are putting them on a $300,000 machine today, and you had better well know that we want some skills." This is the way the world has been going, and we have to get those skills.

Mr. **Erdahl**. This is the point that Mr. Goodling brought up, and I will just throw it out.

In your opinion, has the 22 percent set-aside in the CETA Youth Program improved cooperation and coordination—incidentally, I think that those are the two key words that we have heard today, Mr. Chairman, cooperation and coordination—between CETA and vocational education?

In other words, if the 22 percent set-aside provision were not there, would there be very much cooperation and coordination?

Mr. **Speight**. I hate to take a swing at it because I am doing it, obviously, from the bias of one single State.

The way that it was written in the old YETP in title III, it did not work in our State. The reason that it did not work was that the prime sponsors interpreted this as the money would be spent on school-age youth, but it did not mean that it would be spent on in-school programs.

It has been the cause of some consternation with the new law, where it says that it will be spent on contracts through the secondary schools. We really have not gotten down to that, yet. I am not sure how we are going to deal with it. We are making progres, but I think those kinds of mark-ups are rather important.

I would like to kind of piggyback on the skills thing. I think there is more to it than just skills, and that is attitudes. I guess this is one of the things that we were most interested in when we began to go out and query our employers who had dealt with the programs.

We found out that really the employers are much more interested in the attitude of a kid toward taking training within the plant, and these sorts of things, than they are with the skills that they come in with. Not that they don't want kids with skills. Given their druthers, they will take them. But more important is that attitude.

I think that maybe we need to take a look at some strategies like training for entrepreneurship, and particularly as we go through this further and further automation as the corporations are going to have to take more and more labor out of their product.

I think that we are going to have to transfer more of our efforts toward building entrepreneurships, which then will create their own jobs.

Mr. **Erdahl**. An interesting observation.

Does anyone else care to comment? Dr. Olson, do you wish to comment on that?

Dr. **Olson**. Congressman Erdahl, I would only say that the 22 percent set aside has been helpful to me and to my staff as we negotiate with the prime sponsor because without that, we simply have little to take to that negotiating table that says: "This goes into the training and the education of these young people as well as that initial employment of them."

Mr. **Erdahl**. Thank you very much.

Mr. Chairman, I have no further questions at this time.

Mr. **Hawkins**. Thank you, Mr. Erdahl.

As can be seen, there is again another hasty call to the House. I think we have, however, completed the questioning.

May I again thank the witnesses for their contribution to this subject matter. I think you have been excellent witnesses for the committee, and on behalf of the chairman of the full committee, Mr. Perkins, who is also chairman of the Subcommittee on Elementary, Secondary, and Vocational Education, as well the Subcommittee on Employment Opportunities, may I thank the witnesses for their contribution.

The hearing is adjourned.

[Whereupon, at 11:20 a.m., the subcommittees adjourned, subject to call of the Chair.]

[Additional material submitted for the record follows:]

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

Honorable Carl D. Perkins
Chairman, Subcommittee on
  Elementary, Secondary,
  and Vocational Education
Committee on Education and Labor
House of Representatives
Washington, D.C.

Dear Mr. Perkins:

I am enclosing a statement which I hope you can include in the record of your joint hearings of June 12 and 13 on youth employment. I am very concerned about this problem and believe we are making some significant gains through joint efforts with the Department of Labor as outlined in my testimony.

With best personal regards,

Cordially,

Ernest L. Boyer

Ernest L. Boyer
U.S. Commissioner
of Education

Enclosure

Statement for the Record
Joint Hearings on Youth Employment
June 12-13
Subcommittee on Elementary, Secondary and Vocational Education
Subcommittee on Employment Opportunities

I am submitting this testimony to discuss a problem of national significance, and to describe some of the measures this Administration is taking to alleviate that problem.

The problem is youth unemployment. In 1978, the unemployment rate among youth, age 16 to 19, was 16.3 percent nationwide. This compares with an overall unemployment rate of 6.0 percent. The statistics are even more alarming if broken down further: young white men, 13.5 percent unemployed; young black men, 34.4 percent; hispanic youth, 20.6 percent; young women, 17.0 percent.

This is a problem which, in human and social terms, will grow worse if not corrected. The unemployed youth of today will become the unemployable adult of tomorrow. The economic cost of such idleness is large. But the human costs are staggering, as are the social costs of a condition which breeds poverty, crime, ill-health, despair, and chronic dependency.

In recent months, the Department of HEW and the Department of Labor have worked closely together in an effort to address the youth unemployment issue.

I want to discuss three efforts which will hasten the solution to the youth employment problem. They are:

1. Formal education which emphasizes the mastery of basic skills.
2. A careful reappraisal of federal policies related to youth employment, with proposals for new or amended legislation where necessary.
3. A close working relationship between HEW and DOL -- between education and work.

The key to success in this society is mastering what we call the basic skills -- reading, writing, computing. Without that ability, an individual's chances for any but the most menial jobs are virtually non-existent. Mastering the basics gives a person a much better chance to get and hold a job. Equally important, it enables a person to move quickly from one job to another without extensive and expensive retraining. In a rapidly changing employment market, such flexibility is crucial. Education in the basics is, in a sense, education for survival in an unpredictable world.

The Congress and State and local education agencies have recognized the crucial importance of mastering the basic skills. Building on the Congressional mandate provided by Title II of the Education Amendments of 1978, and on the initiatives already begun in many States, I recently signed an agreement with the education heads of 56 States and territories. That agreement commits the States and Federal government to work much more closely together in developing basic skills programs. As a result of these efforts, I believe we will begin to see improvements in the communications skills of youth. And with that will come enhanced employment opportunities.

Obviously, the ability to read and write will not guarantee employment. But the lack of those skills will guarantee chronic underemployment and dependency.

Second, we must undertake a comprehensive reappraisal of all those factors which affect youth employment. HEW and DOL are presently involved in developing the President's Policy Review Memorandum on Youth Unemployment. Recommendations from this process will include ways in which Federal policies and programs in many agencies can be improved. This initiative will include an examination of both Vocational Education and Youth Employment Development and Planning Act (YEDPA) legislation in terms of reauthorization.

Third, we must bring about a closer relationship between education and work. Educators must ensure that what students learn prepares them for the labor market. That means working very closely with the employment community, and adjusting the school curriculum to:

a. Prepare students to cope with the new tools of industry, with new technologies.

b. Expose students to the workplace -- to the tools, the timetables, the discipline, the job applications, the dress codes, the rules.

c. Experiment with new ways to ease the transition between the classroom and the workplace, including credit for work experience, outreach efforts to get dropouts to return to school, cooperative work-study programs, and more flexible hours to meet the needs of working students.

d. Above all, school officials must adapt to the changing needs of students and of the labor force. In some ways, the conventional large six-classes-a-day high school is obsolete. The routine, lock-step nature of most high schools invites boredom among today's students. I believe that elementary schools should promote the basics: every student should be literate by age twelve. But the high school should allow more choice and much greater exposure to the world of work -- the world students must enter and succeed in upon graduation. Access to employability training must be expanded, through improvements in the vocational education system -- through outreach, improved delivery of services, more effective utilization of resources.

Educators cannot do these things unilaterally. Much of the initiative, as well as the resources, must come from the employment community -- employers, labor unions, trade associations.

I'm especially pleased therefore to report on the cooperative efforts that HEW and DOL have been engaged in during the past two years. Last year, Secretary Califano and Secretary Marshall signed an interagency agreement intended to foster closer cooperation between Education and Labor at the Federal level, and to promote collaboration between prime sponsors and State and local education agencies. An Interagency Coordinating Panel has been formed and is carrying out the commitments in the agreement. So far, a number of very promising joint projects have been developed:

A. LINKING CETA AND VOCATIONAL EDUCATION PROGRAMS DEMONSTRATION PROJECTS

This jointly funded DOL-HEW program will explore a number of ways to improve coordination between the vocational education and CETA youth systems at the State and local levels. In the first year of this project (1979-1980), twenty joint LEA-CETA models will be selected, implemented and assessed. The second year (1980-81), will expand successful first-year programs, and disseminate information about successful projects.

B. EXEMPLARY CETA/VOCATIONAL EDUCATION PROGRAMS

The Bureau of Occupational and Adult Education has contracted with Conserva Incorporated to identify exemplary CETA/Vocational Education programs currently operating in the field, and disseminate them through regional conferences.

C. CETA/CAREER EDUCATION MINI-CONFERENCES

Under a major contract funded by the Office of Career Education, Kirchner Associates Incorporated has conducted a series of mini-conferences which bring together CETA staff and career educators in small workshop settings to work out specific problems related to CETA-Education collaboration. Kirchner is now conducting 10 regional conferences at which nuts and bolts issues of joint programming are now being discussed.

D. PROGRAMS FOR HANDICAPPED AND HIGH-RISK YOUTH

This project will try out new job market possibilities for special populations at approximately 60 school sites. The programs will be based on educational criteria, i.e., learning programs for special needs populations.

E. VOCATIONAL EDUCATION/CETA SUMMER YOUTH PROGRAM

This program will attempt to reduce attrition rates of minorities at two- and four-year colleges through an integrated program of career development, basic skills development, and vocational training. We anticipate serving about 500 youths, 16-21 years old, at six sites.

This is a work-study program that provides skill training and development in high labor-demand occupations through summer job opportunities for students.

F. UPWARD BOUND/CETA DEMONSTRATION PROJECT

DOL has transferred resources to OE for this project, which will address the financial and career development needs of disadvantaged youth by adding work components to 10 traditional Upward Bound projects. The program is intended to channel students into expanding occupational areas.

G. POSTSECONDARY YOUTH SUPPORT DEMONSTRATION PROJECT

The Fund for Improvement of Postsecondary Education, using DOL resources, will conduct a national competition for program-models which will explore the use of postsecondary resources to meet the needs of CETA youth. About 18 pilot programs will be selected for funding.

H. CAREER INTERN PROGRAM DEMONSTRATION PROJECTS

The Career Intern Program was originally developed by the Opportunities Industrialization Centers (OIC) in Philadelphia under contract to the National Institute of Education. This program has been expanded into five additional sites, and will be expanded into four additional ones. The program supports an alternative school approach for students to complete high school, to enter the world of work, and to achieve job stability and advancement.

Several additional projects deserve mention:

1. We are continuing the Work-Education Consortium project in which local work/education councils have been formed to help youths make the transition from school to work.

2. HEW's Office of Human Development Services is cooperating with OE to develop 10 site demonstration programs which employ and train youth in HEW-funded Runaway Youth Centers for work in community based human service programs.

3. HEW and DOL are supporting a $2 million incentive program under which the National Occupational Information Coordinating Committee (NOICC) will fund state-wide career information systems.

These projects have several purposes. First, they will, directly or indirectly, provide training and work experience to several thousand youth. Second, and very important for the long run, these projects demonstrate the usefulness of the CETA - Education connection. Additionally, they develop collaboration between CETA prime sponsors and LEA's and develop models for use of the 22% funding from prime sponsors to LEA's.

The measures I've outlined may take us a long way toward improving employment opportunities for America's young men and women. And of course, they represent only a small part of the Administration's multi-billion dollar effort in educating and providing employment opportunities for the nation's youth.

However, I should emphasize that what I'm talking about are opportunities. A second task is improving the job market -- increasing the availability of jobs. Without jobs for youth to enter, the training is merely academic.

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Herbert D. Chamberlain, *Director, Vocational Education*
John H. Irvine, *Director, Pupil Personnel*
Thomas A. Parks, *Director, Adult Education*

August 30, 1979

The Honorable Carl D. Perkins
House of Representatives
Washington, D.C. 20515

Dear Mr. Perkins,

The administrative staff and faculty of the Eastland Vocational Center truly appreciate your concern for unemployed youth and the potentially unemployed youth. However, it does appear that your committee needs to consider some changes in HR 4465 (Youth Employment Act of 1979.)

The Eastland Vocational Center has been conducting two-year vocational programs for 11th & 12th grade students for eleven years. During this period of time many graduates have received top state and national honors.

Examples: The Eastland Office Education Association Parliamentary Procedure Team has won the state parliamentary procedure contest eight years in a row. The contest was established just eight years ago. In 1976 they won the National O.E.A. parliamentary procedure contest, in 1975 and 1979 they placed 3rd. Vocational Industrial Club students have won top national honors. These honors were achieved in competition with students from 50 states.

1971 - Top Business Procedure Team
1972 - Top Carpentry Student
1978 - Top Dental Assisting Student
1979 - Top Machine Shop Student
1979 - Student elected to position of National Treasurer of the Vocational Industrial Clubs of America.

Over ninety percent of the graduates are employed in jobs related to their training by the time they graduate. These students possess the basic education skills, job readiness and specialized technical know-how to achieve this high degree of success. It is important for you to recognize that as presently written HR 4465 does not provide a coordinated education component designed to develop the productivity capacity of youth for stable employment in the private sector. Attention must be given to developing basic skills, job readiness, specialized job skills and to the coordination of public service jobs with related instruction. These areas are far more important than just the creation of public service jobs.

Vocational education can and will carry the ball in training unemployed youth and adults if given the dollars being used for make-shift or band-aid type programs. The public is fed up with the results of recent public service type programs. They can see vocational education as the one and only means of preventing unemployment and that productive work in the future will require even more training than today.

I do hope that consideration will be given to directing at least 1 billion or more dollars to the vocational education system of this country. With proper safeguards and adequate requirements for training the job of preparing disadvantaged youth for jobs can be accomplished through vocational training. I might also suggest that your committee consider a visit to The Eastland Vocational Center or a similar high school vocational training facility. You need to see the depth of training these students are receiving in preparation for jobs. You are welcome anytime announced or unannounced.

Respectfully,

H. D. Chamberlain

H. D. Chamberlain
Director of Vocational Education

HDC/arv

PENTA

PENTA COUNTY VOCATIONAL SCHOOLS

30335 Oregon Road, PERRYSBURG, OHIO 43551 • Phone 419/666-1120

Superintendent
DR. LEONARD D. KINGSLEY

August 28, 1979

Representative Carl D. Perkins, Chairman
House Education and Labor Committee
Rayburn House Office Building
Washington, DC 20515

Dear Mr. Perkins:

It has been brought to my attention that your legislative committee will start work on new youth legislation to amend Title IV of CETA within the next three to six months. As superintendent of a 1700 student vocational school, which is where the actions of Congress must come together, I would like to share some points of view and suggestions.

In our vocational school setting, we have made and will continue to make every effort to bring together the services and the agencies providing these services--many by legislative enactment—to impact on youth both in school and out of school. The leadership in vocational education in Ohio including those of us at the operational level continue to have a serious concern for youth under age 16, especially as this age range becomes the breeding ground for drop-outs as well as for the need for special programs and thrusts later on in school or out of school. We know that if the resources are made available that a substantial difference could be made among these young people who are destined to become a major part of the unemployment problem in later years.

Vocational education has been supported by local bond and operating issues and in Ohio we have enjoyed good support from our state legislature; however, in no way are we able to cope with the problem of serving the population groups that later become the unemployed youth and young adults in our nation.

Would your committee not consider earmarking an amount of money for services to the young people who are presently identified as disadvantaged and handicapped, and who frequently are those who are most disruptive and the least motivated but would respond to special services and programs if funds were available for this purpose. On inquiry I am told that on a nation-wide basis that at least one billion dollars would be required to bring about the changes so urgently needed.

We stand ready to document and provide whatever supportive evidence you and your committee might like to have to support our contention that changes can be brought about by a delivery program which is already in place in our nation.

Sincerely,

PENTA COUNTY VOCATIONAL SCHOOLS

Leonard D. Kingsley

Leonard D. Kingsley, Ed.D.
Superintendent

LDK/kb

Malheur Education Service District

LEROY J. PAULSEN
Superintendent

P.O. BOX 156
VALE, OREGON 97918

(503) 473-3138

August 28, 1979

Honorable Augustus F. Hawkins, Chairman
House Subcommittee on Employment Opportunities
Rayburn House Office Building
Washington, D.C. 20515
and
Honorable Carl D. Perkins, Chairman
House Education and Labor Committee
Rayburn House Office Building
Washington, D.C. 20515

Dear Representatives:

I am addressing this letter to you jointly because of the symbiotic relationship that legislation before your committees possesses, namely; HR-4465 (Youth Employment Act of 1979) and a youth title for PL 94-482 (the Education Amendment of 1976).

In our two county section of Eastern Oregon we have for years operated the Labor Department's program for youth. We have been pleased with the assistance we have been able to give many young people, but have felt inhibited by the many restrictions which most labor legislation has so far as our ability to tie the help to a comprehensive education training program is concerned.

Our youth have gained some valuable experience for themselves in the public service sector, but this has not helped greatly in gaining access to private employment because we haven't been able to work in the private arena to any great degree.

Their need for institutionalized training has not always been met due to lack of facilities and personnel or money to purchase them.

The vocational education legislation has for years tried to give assistance to districts who were working to develop training programs, but nearly always they have fallen short--students left school untrained or partially trained--and unable to succeed in the world of work, and another crop of youth had need for CETA help.

As the two acts are being rewritten, I would like to encourage you to require that there be joint planning between vocational education programs and CETA programs, wherever possible, and that each student have an individual plan which would adhere: (1) his/her disadvantagement; (2) the recommendations for amelioration; and (3) which agency, school or CETA, will supply the needed resources. There are many of us who feel that we lack the funds and the clout necessary to carry it out.

Won't you please give serious thought to coordination as opposed to separation in the enactment of amendments and give us the funds to do what has to be done to prepare our youth to be productive citizens. It will require forward funding so that long range plans can be made for facilities, personnel and placement.

Sincerely,

Sam Banner

Sam Banner
Regional Coordinator
Career Education

SB:blm

MAILING ADDRESS:
R. F. D. [illegible]
CARTHAGE, MISS.

Edinburg High School

Edinburg, Mississippi

DEAR REPS. HAWKINS & PERKINS:

I would like to take this time to express my concern about our youth CETA programs.

The programs as they are, do help train some youth to go into the public and private job markets. We can only help a small amount of our youth with our present allowment of fund's. We do need for you to be more concerned with putting more money, into the programs, that we may train more youth to obtain and keep job's in the regular job market.

We talk of taking the people off welfare and putting them onto workfare. This can only be obtained if we train our youth with a skill that they can obtain jobs in the regular market.

HR-4465 at present level does help relive to some extense, however we must have more of this type fund's if we are to be able to obtain a goal of helping our nation's youth.

When we are training young people to obtain a work skill they aren't getting into trouble with the law, street brawl's ect, free loading on the public.

I had rather see our tax dollars spent on training a youth to work then to keep him in a jail cell. Your youth training program can and will help to obtain this.

You can train a youth to work, or let his mind go idle. Our great country was built on workfare not welfare. We need to train more of our youth,as you know we can only do this with more and better training fund's.

Youth trained into a vocational feild that they can carry out, are productive workers, bring in tax dollars not taking them out. We need more job and a longer training period. We can't train a youth a skill with our CETA fund's being withhelt and program funding not being in, and amount to properly train a person, in a way that that a trainee can make, his way in the regular market.

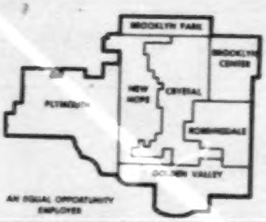
Training programs should be based on a twelve (12) month year, not a ten (10) or twelve (12) week program.

Your action on this and other bill like it, will make a very big difference with our youth.

The voters of our country want more workfare not more welfare. Your vote on the youth programs can make this into being.

We will be watching the results, of your committee's action on these and other youth aid programs.

Sincerely,
Morris Ray
MORRIS RAY
DECT. OF TRAINING



INDEPENDENT SCHOOL DISTRICT 281
DR. LEROY E. HOOD, SUPERINTENDENT
4148 WINNETKA AVENUE NORTH, MINNEAPOLIS, MINNESOTA 55427

PASTOR DAVID W. OLSON, Chairperson • BERNARD REISBERG, Vice-chairperson • FRED WEBBER, Clerk
WILLIAM FUHRMANN, Treasurer • E. GARY JOSELYN, Director • WALTER SOCHACKI, Director

AN EQUAL OPPORTUNITY EMPLOYER

August 28, 1979

Representative Carl D. Perkins, Chairperson
House Education and Labor Committee
Rayburn House Office Building
Washington, D.C. 20515

Dear Representative Perkins:

As one who has been directly involved in attempting to blend CETA and public school initiatives to improve the future prospects for handicapped and disadvantaged young people, I appreciate your efforts toward the same end. Our local education agency has utilized CETA resources in a frankly bandaid attempt, offering some immediate incentives to certain young people to encourage them to remain in school. The problem has been, how can we pool CETA's and education's resources to provide meaningful, long-term pay-offs which will result in these young people's attaining stability as contributing adult members of our communities?

I am in total agreement with the vocational education community in their desire to cooperate with CETA in offering these youth education in basic skills, job readiness, specialized job skills, and to the coordination of public service jobs with related instruction. The vocational cooperative education model has a proven track record. We have obliterated the distinction between CETA programs and cooperative education programs wherever possible, which has allowed us to use CETA resources to help our young, disadvantaged through the use of ongoing, experienced and accepted programs, curriculum, and personnel. We need federal monies to help us do this job on a larger, more concentrated scale.

We therefore implore the House Subcommittee on Employment Opportunities and the House Education and Labor Committee to work together and, while they are amending the youth portion of the CETA legislation, simultaneously amend the Vocational Education Amendments of 1976, P.L.-94-482, by creating a youth title within the vocational education legislation that would target funds to develop basic skills, job readiness skills, and specialized job skills that will increase the productivity capacity of disadvantaged youth for private sector employment. If this includes investing federal money in the construction of vocational/technical schools in depressed communities, so be it. Neither CETA nor vocational education has all of the necessary components to do this job alone. Parallel systems have been tried, have been expensive, and have, in our experience, been less than satisfying. So, while we apparently have the opportunity, let's do the job correctly, which means cooperatively.

Respectfully,

Thomas D. Weaver

Thomas D. Weaver
Secondary Vocational Placement Specialist, Robbinsdale Area Schools

WILLIAM FORNBERG, Assistant Superintendent, Elementary Education • DR. ROBERT E. CAMERON, Director of Secondary Education and Administrative Services
GARY L. DeFRANCE, Director of Business Affairs • LOREN S. JOHNSON, Director of Staff Relations

MERVYN'S

25001 Industrial Blvd.
Hayward, California 94545
(415) 785-8800
WRITERS DIRECT DIAL NUMBER
(415)

August 27, 1979

Congressman Carl D.Perkins
2365 Rayburn Bldg.
Washington D. C. 20515

Dear Mr. Perkins:

The new Vocational Education Bill does not contain a Youth Title. Public service employment is good, but it just doesn't go far enough. Some of our young people have never worked. We need public service employment to get them started. Then we need targeted money in a Vocational Education Bill that provides:

1) Job skills training
2) Basic skills training
3) Job finding skills

Employers are having a hard time finding young employees now, and if this keeps up we will have a labor shortage of skilled individuals and a nation with higher unemployment rates.

On behalf of the Arizona D.E. State Advisory Council, we strongly urge you to support a Manpower/Education partnership for youth. We can strengthen each other by improving this partnership.

Very truly yours,

Ed Heath
Chairman

cc: Mr. John J. Rhodes
Mr. Morris K. Udall
Mr. Bob Stump
Mr. Elden Rudd

HEALTH OCCUPATIONS EDUCATION
of Arizona

John L. Bradley, Secretary
Health Occupations Education
of Arizona
1807 W Indian School Road
Phoenix, AZ 85015

August 27, 1979

Honorable Carl D. Perkins
2565 Rayburn Building
Washington, DC 20515

Dear Congressman Perkins,

I represent the teachers who prepare the health care workers who man this industry in Arizona. I am writing to express our concern about the proposed new Vocational Education Bill. As drafted it will not provide us with the tools we need to deal with the problem of youth unemployment.

There is a shortage of health care workers in Arizona. The state's hospitals have been forced to band together to recruit trained workers nationwide at a time when we teachers are being forced to hold the line on enrollment and close much needed programs. Arizona is being inundated by citizens from the rest of the United States, and we need to be able to prepare our young people so that they have the skills necessary to meet these newcomers' health care needs.

We are also concerned that the new legislation favors placement and on-the-job training over pre employment training. Health care workers are required to meet rigorous licensure and certification standards to qualify for the level of job that pays a living wage because such employees provide intimate personal care that can cause harm if provided in the wrong way. On-the-job training alone cannot train our young people well enough for them to qualify for a responsible health care job.

Thank you for your time and consideration. I strongly urge your support of a youth title to the proposed Vocational Education Bill

Sincerely,

Carol

Carol Erickson, President
Health Occupations Education
of Arizona